



The Accidental Aid Worker

A Mapping of Citizen Initiatives for
Global Solidarity in Europe

Ignace Pollet, Rik Habraken, Lau Schulpen & Huib Huyse

KU LEUVEN

HIVA

RESEARCH INSTITUTE FOR WORK AND SOCIETY





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Commissioned by NCDO & The Wild Geese Foundation

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Foreword

This document is the outcome of a mapping exercise in 17 European countries. The subject of this mapping was the presence, appearance, significance and embedding of a phenomenon we call *Citizen Initiatives for Global Solidarity*, defined as small-scale initiatives or projects, set up by private persons in the North, aimed at the improvement of the living standards of people in the global South, and not sorting under the official development cooperation or cooperation through established NGOs, corporations, or societal institutions. Whereas in some countries Citizen Initiatives for Global Solidarity have a well-known identity, in other countries they fare under a different banner, and sometimes they even pass unnoticed. An attempt to systematise the existing knowledge about this domain was therefore considered plausible and relevant.

This mapping, together with the first European conference on this issue organised in Brussels on 30-31 January 2014, has been commissioned by a consortium consisting of the Dutch organisations NCDO and Wild Geese Foundation, and followed-up by a larger group of organisations including the Flanders International Cooperating Agency (FICA-VAIS) and the Flemish 4th pillar support platform (11.11.11). The research was carried out by the research institutes HIVA of the University of Leuven and CIDIN of the Radboud University Nijmegen during the second half of 2013. As it is a first attempt to conceptualise and gather basic data with regard to this domain, the research team wishes to thank the commissioners and all resource persons for this opportunity and hopes it will be a starting point for an emerging field of study of which policy makers and citizens both in the North and in the South can benefit. We are most grateful to Pierre Daniel-Calonne and the people of GER, who allowed us first insight in the results of their European survey which took place in parallel to our mapping. The title of this HIVA-CIDIN report is borrowed from a presentation on personalised aid by Hanne Haaland and Hege Wellevik (University of Agder, Norway), prepared in the framework of the conference. Finally, all views expressed in this paper are the authors' sole responsibility.

Leuven – Nijmegen, January 2014

List of Acronyms

ADA	Austrian Development Agency
AFD	French Agency for Development
AGL	Arbeitsgemeinschaft der Eine Welt-Landesnetzwerke
ARCI	Associazione Organizzazioni Italiane de Cooperazione e Solidariet' Internazionale
ARCS	Arci Cultura e Sviluppo
AVPO	Czech Association of Public Benefit Organisations
BBE	Bundesnetzwerk Bürgerschaftliches Engagement
BOND	UK Membership body for NGOs working in international development
BMZ	German Federal Ministry for Economic Cooperation and Development
CASIW	Support Unit for International Solidarity Wallonia
CI	Citizen Initiative
CISU	Civil Society in Development Denmark
CONCORD	European confederation of Relief and Development NGOs
CRS	Creditor Reporting System
CSO	Civil Society Organisation
DANIDA	Danish International Development Agency
DEAR	Development Education and Awareness Raising
DfID	Department for International Development UK
DMCDD	Danish Mission Council Development Department
DUF	Danish Youth Council
EED	German Church Development Service
FoRS	Czech Forum for Development Cooperation
GER	Guild Européenne du Raid
GNI	Gross National Income
HAND	Hungarian Association of NGOs for Development and Humanitarian Aid
INTRAC	International NGO Training and Research Centre
KEPA	Umbrella organisation for Finnish Civil Society Organisations
KPA	Subsidy programme for Small Local Activities
LNU	Norwegian Children and Youth Council
MISEREOR	German Catholic Bishops' Organisation for Development Cooperation
MONGO	My Own Non-Governmental Organisation
NCDO	Dutch expertise and advisory centre for citizenship and international cooperation
NGDO	Non-Governmental Development Organisation
NIDOS	Network International Development Organisations Scotland
ODA	Official Development Assistance
SBOS	Subsidy facility for Citizenship and Development Cooperation
VENRO	German Umbrella of Non-Governmental Development Organisations
VSO	Voluntary Service Overseas
WCVA	Wales Council for Voluntary Action
ZEWO	Swiss Certification Body for Nonprofit Organisations Collecting Public Donations

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1. Introduction

1.1 Citizens as new development actors

The discussion about development cooperation has long been dominated by what might be called the usual suspects of bilateral, multilateral and civilateral donors. Only over the last couple of years, it has been widely acknowledged that the world of aid is in fact much broader and that this world is becoming increasingly complex. Complex not only because of the growth in the world of the usual suspects - with bilateral donors including more and more countries from the global South, with adding a couple of multilateral agencies annually, and with an ever-expanding number of Non-Governmental Development Organisations (NGDOs) in the global North and South - but also because of the emergence of a wide variety of actors and organisations that have (also) become active in the field of development. The latter then include celebrities, private foundations, schools, and commercial companies.

Although such *unusual suspects* bring these actors and organisations already more to the foreground, it is interesting to note that citizens have up to now played a minor role in development thinking and policy. If citizens were included in the development debate then that was, looking at citizens in the global South, as beneficiaries or target groups or, for their brothers and sisters in the global North, in terms of public support for development aid or as financial resources that can be accessed by development actors. Here the question then was either what citizens know of, and how they feel about, the policy, budget and actions of traditional donors (and principally bilateral donors) or how to stimulate citizens to provide their money and/or time to these traditional development actors' activities.

This rather passive view of citizens as recipients, supporters and/or donors is old fashioned, however. Old fashioned because it does not recognise the important (if not central) role that citizens (can) play in development. This holds, first of all, for citizens in the global South who as tax payers, consumers and financiers of a large part of development investments are crucial. It is important to point out that domestic resources far outweigh international resources for most developing countries (Development Initiatives, 2013; Greenhill & Ali, 2013). At the same time, it also holds for citizens in the global North. Their consuming behaviour has the power to nudge international companies into an environmental and people friendly production manner, their taxes provide the funds for providing aid in the first place, their energy consumption impacts on environmental public goods, and their voting behaviour determines the way politicians and policy makers deal with development issues.

Still, citizens do more than that. Many look for more active ways of engagement with development issues and some of them turn this desire for engagements into aid initiatives and organisations. These come under different names (ranging from MONGOs [My Own NGO] to Private Initiatives and from small organisations to micro projects) but in essence they refer to small-scale initiatives or projects not part of the traditional sector set up by private persons in

the global North and aimed at improving the living standards of people in the Global South. Here we refer to this group as Citizen Initiatives for Global Solidarity (CIs).

Overall, such CIs are considered as stemming from a process of socialisation (Develtere & Stessens, 2007; Develtere, 2009; De Bruyn & Huyse, 2009; Schulpen, 2007a). In this context socialisation should be understood as mainstreaming (Develtere, 2012); as the process in which, not always capable, groups within society become active in a field (*e.g.*, development cooperation) seen formerly as the exclusive domain of more or less professional groups. Although such groups or people can, of course, acquire training in development aid, the fact that they are not always professional from the start is an important reason to distinguish them from the traditional actors in bilateral, multilateral and civilateral channels (Kinsbergen & Schulpen, 2010).

1.2 Approach and limitations of the study

Since 2005, CIs have been studied extensively in Belgium and the Netherlands and, although there are widely diverging ‘guesstimates’ as to their number, it is believed that such CIs exist all over the North. There are at least no reasons to believe that Dutch and Belgian citizens are the only ones that have become active in development by setting up their own development initiatives and organisations through which they support (small-scale) development interventions. Little is, however, known about such CIs in other European countries. That also means that little is known about the terms used to describe such initiatives in other European countries, the extent to which they are recognised by governments and other development actors, the actual or potential support they receive (in financial and nonfinancial terms), their self-organisation and the extent to which they have been subject to (scientific) research.

In order to provide at least a first answer to these and other questions, this mapping exercise was undertaken as part of the first European conference on Citizen Initiatives for Global Solidarity organised at the end of January 2014 by a consortium of Belgian and Dutch organisations. Whereas the conference aims at providing a platform to exchange views, knowledge and expertise on CIs, this mapping exercise provides a first understanding of the world of CIs in 17 European countries.

In methodological terms this mapping proved a challenge as CIs are not framed through a commonly understood concept. The terminology, as well as the stakeholders, differed per country and therefore urged us to use an inductive methodology. Starting from contacting civil society umbrella organisations relevant resource persons were identified and subsequently contacted through e-mail and phone interviews. In addition, websites, strategy papers, and other relevant documents of organisations (possibly) involved or related to CIs were consulted. The selection of countries was based on a pragmatic combination of OECD-DAC-membership, official development assistance (ODA) volumes, and EU-member states. This resulted in a diverse sample of 17 countries which include Austria, Belgium, Czech Republic, Denmark, Finland, France, Germany, Hungary, Ireland, Italy, the Netherlands, Norway, Poland, Sweden, Spain, Switzerland, and the United Kingdom. Naturally, we are aware that other countries had the potential to pro-

vide interesting cases as well (*e.g.* the Baltic States, other East-European states, Luxemburg, Portugal). As for the countries reviewed, we also acknowledge that this first mapping of Citizen Initiatives is of explorative nature and therefore we do not claim full coverage, exhaustiveness or absence of inaccuracies. Nonetheless, future research can hopefully build on the first findings of this mapping in order to provide a more elaborate picture of CIs in Europe.

This report is divided in two parts. The first part delves deeper into some context variables of the CI-world by looking specifically at (changes in) aid, civil society, and public support across Europe. Subsequently, it provides a comprehensive and comparative analysis of CIs in European countries while paying specific attention to terminology, characteristics, (government) policy, financial and nonfinancial support, research, and data monitoring. Included are also concluding remarks stemming from this mapping exercise. The second part then consists of annex 1 holding separate country fact sheets that provide a rough state-of-the-art of CIs in the 17 European countries investigated.

Altogether, the report shows that the world of CIs is indeed not restricted to Belgium and the Netherlands. On the contrary, and as was to be expected, CIs are found in every country. That is not to say that the CI-world in different European countries looks alike. In essence, the fact that they exist in all countries is about the only common remark that can be made. In practically all areas under investigation here, the European world of CIs is different. This already starts with the question whether they are recognised as a separate actor in development but extends to the names under which they are known, the support they receive and the activities they are employed in. The report provides a view of this diverse world but at the same time issues the warning that, due to the short time-frame during which data were gathered, a lot of presumably relevant realities remain uncovered. Still, the research team is confident that this report and certainly also the European conference on Citizens Initiatives for Global Solidarity offers a stepping stone to a better understanding of CIs in Europe.

2. Context

For this mapping exercise, Citizen Initiatives are provisionally defined as small-scale initiatives or projects, set up by private persons in the North, aiming at the improvement of the living standards of people in the global South, and not sorting under the official development cooperation or cooperation through established NGDOs, corporations, or societal institutions. Even though this definition may be technically sound and certainly the subject of much debate in the years to come, it needs further clarification to give a more accurate idea to those who are not familiar with the aid system about what is exactly meant by Citizen Initiatives. In providing this clarification, we situate the concept of Citizen Initiatives in three social-institutional spheres.

The first one is the aid system at large, with its well-known or less well known subsections, its current level of significance, and its challenges in a rapidly evolving world. These challenges may affect the system as a whole, from the large molochs to the one-man bands.

The second one is the civil society of which NGDOs since long play a prominent role in the aid system. However, other actors have been coming to the scene; not only institutions but also initiatives set up by individuals. Are they micro-NGDOs in the making, or are they quite a different brand?

The third sphere is the donor countries' population's position towards development aid and global solidarity. This is to some extent a mental disposition, reflecting thoughts, knowledge, opinions, empathy or intentions, as well as a behavioural disposition, indicating people's activities.

2.1 Global solidarity and the aid system

The term 'aid system' is, strictly spoken, outdated in relation to what it means to describe. However, it is a commonly used designation for the whole set of institutions, procedures, practices and understandings about international cooperation, development, poverty eradication and global solidarity. Citizen Initiatives therefore belong to the aid system, even if they are not the first actors that come to mind. As the aid system is often characterised by the types of donors it holds, the distinction mostly made is between bilateral aid, initiated by governments, multilateral aid, initiated by international treaty institutions, such as the United Nations, the European Union or the Bretton Woods institutions (IMF & World Bank) and civilateral aid, initiated by non-governmental organisations. All other actors are traditionally considered as an extension of this non-governmental or 'third' sector. During the last decade some authors have thought this extension is not doing justice to the diversity of the actors concerned (Kinsbergen, 2007; Schulpen & Hoebink, 2008; Develtere & De Bruyn, 2009). Diaspora organisations, hospitals in the North delivering tools and expertise to hospitals in the South, city twinning, one person initiatives or companies adopting a project in the South are as different from NGDOs as they are different from each other. Differences may concern the size, the action radius, the

type of people involved, the intensity of this involvement, the motifs and the goals as well as the activities undertaken.

The latter shows that the once clear aid system has become increasingly more complex. Apart from the traditional providers of aid there are numerous non-traditional providers of development finance, including not only non-DAC bilateral donors but also philanthropic and institutional giving, social impact investments, global vertical funds, and private remittances. This complexity also means that traditional assistance flows have to be put in perspective. Greenhill *et al.* (2013) show that since 2000 the composition of development assistance has changed significantly, with a much larger share being accounted for by so-called non-traditional providers. This non-traditional component grew from 8.1% of the total development assistance in 2000 to 30.7% of the total development assistance in 2009. In reality, the change in division between traditional and non-traditional providers is likely to be even bigger if only because several new and non-traditional ones have not been included in these calculations. Among those not included then are also Citizen Initiatives as understood in this report.

However, also these CIs belong to the aid system; an aid system which is *challenged* in many different ways. This already starts with the consistent drop in ODA of the majority of donor countries since 2010. The ODA is usually expressed as the amount of the aid budget spent by the official aid agency, either through its own bilateral programmes, or through multilateral agencies and NGOs. A more accurate indicator however is the ODA as percentage of the country's Gross National Income (GNI). A recent OECD-DAC article summarises the tendency of ODA of most countries as follows: "Development aid fell by 4% in real terms in 2012, following a 2% fall in 2011. The continuing financial crisis and Euro zone turmoil has led several governments to tighten their budgets, which has had a direct impact on development aid. (...) ODA from fifteen EU countries that are DAC members was US\$ 63.7 billion in 2012, representing a fall of - 7.4% compared to 2011. As a share of their combined GNI, ODA fell from 0.44% in 2011 to 0.42% in 2012" (OECD-DAC, 2013b).

Not all countries show the same pattern, though. In some countries, ODA is rising (Austria, Luxemburg) or stagnating (Denmark, Finland, France, Germany, Sweden, or the UK). In other countries, we see a significant drop (Ireland, Netherlands, Belgium, Portugal) to a severe drop (Italy, Spain). The latter is mostly due to cuts in the government budget as a result of the financial crisis. Denmark, Luxemburg, Norway, and Sweden continue to maintain or even exceed the United Nations ODA target of 0.7%.

Apart from the height of the budget, the issue of aid effectiveness remains firmly on the agenda of all development-related high level meetings, with hardly any sign of improvement as for alignment, harmonisation, or democratic ownership since the OECD-DAC Paris Declaration of 2005. Even when formulated in terms of a partnership, the role division between donor and beneficiaries has always to some extent contaminated the relations between the implementing agencies on the ground. With the advent of emerging economies like China and India, other, more pragmatic and often purely economic models of cooperation have come into play. And finally, as will be shown in one of the following sections, where the aid concept, the aid actors,

and the aid workers once were undisputedly popular, they are at present subject to facile criticism and suspicion.

2.2 Civil society

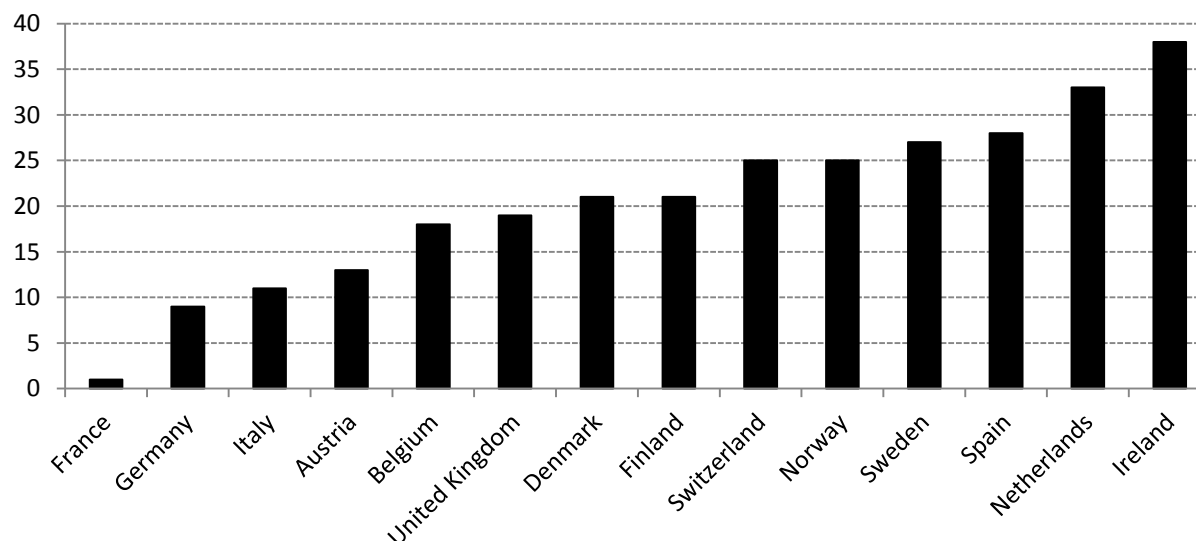
Over the years, NGOs have been heralded as the principal alternative for official aid: competing, complementary and increasingly competent. Originating from churches, solidarity movements, and green ideologies, they are seen as being closer to their constituencies in the North as well as to their partners and target groups in the South. Contrary to the official aid agencies, they are usually characterised by a well pronounced profile and a high visibility. NGOs have often focused on innovation of aid instruments, designing appropriate methodologies for equal relations among partners; working on local ownership, promoting participative planning, designing food chain monitoring systems, amongst other things. NGOs differ from other civil society actors because tackling global development issues is their core-business; they can therefore be considered development specialists. Partnerships and activities in the South and the education, campaigning, and lobbying related to these activities in the North, are their *raison d'être*. While they are still trusted and supported by most of the policy makers funding them and by the public at large, over the last decade there is a more critical reading of their work compared to the 1990s, considered the 'golden' NGO years.

The position of NGOs in terms of 'protected status' varies per country. In some countries, such as in Belgium and the Netherlands, these competences of NGOs are fully recognised, which allow them to convert their specialist status into the status of 'established NGO'. In practice, this means they belong to the selected list of NGOs who are entitled to apply for governmental funding. Usually funds are granted for multiple year programmes through a system of co-financing (of, typically, 75% of the

*In Central and Eastern Europe the role of NGO's as driving forces of development policy emerged earlier than the countries accepting international commitments as official donor countries. However, and unlike their Western counterparts, they have to face severe challenges like low **general awareness** of the public on global development issues, under - financing of the sector, and a low capacity to carry out the tasks that the more established civil society organisations in the West take for granted. The mental shift from perceiving themselves as poor nations and recipients of aid to pertaining to the rich countries has still not taken place in most of the East-European societies, which makes that the public is not very receptive of issues such as poverty eradication or sustainable development in the South. Apart from the faith-based organisations and the (few) endogenous typical development NGOs, many organisations originate from civil groups that played a role during the transition era and the EU accession process. The latter group tends to operate in areas geographically conferred to close EU neighbourhood like the Western Balkans and the ex-Soviet Union. Still another type of NGOs consists of single-issue organisations (e.g. gender awareness, healthcare) and work mostly nationally (Krall et al., 2013).*

programme budget). This way, NGOs obtain, aside from having programmes on their own, a *de facto* status of subcontractors of official aid. In other countries, like France, there is no literal ‘closed shop’ system, but the reality proves that the government, for motives of spending capacity and professional track record, prefers to work with a certain group of well-known NGOs. In still other countries, like Denmark, any grassroots organisation can call itself an NGO and apply for funding without having to register. In countries like these funds will mostly be granted through umbrella organisations who use specific criteria, either or not imposed by the government. A common feature in many EU countries is that NGOs cannot apply for core funding and that grants are project- or programme-based, forcing them to turn to foundations, private sponsors or their constituencies for core funding. On average, 14.4% of the EU countries’ total ODA is channelled to and through NGOs, which does not cover the funds that NGOs raise directly among the public or through private sponsoring (OECD-DAC, 2013a, p. 3). If such CSO-funding is any indication for the extent to which CIs can tap into government funding, Table 1 shows Ireland to be the best place to be for these initiatives.

Table 1. Percentage of bilateral ODA allocated to and through CSO, 2011



Source: based on OECD 2013a: p. 6

Some non-specialist segments of civil society, like universities and trade unions, have also become ‘traditional’ actors of indirect aid, with governmental programmes catering to them. Others, like schools, companies, and professional federations are relatively new on the aid scene. While, strictly spoken, they are not Citizen Initiatives, they appear as such for their volunteerism and the ‘after hours’ character of their activities, as well as the direct, personal ties to both their constituency and their local partner organisations overseas. They are, however, embedded in an existing organisational form, which may give them a more stable character than ‘spontaneous’ initiatives from citizens.

Should Citizen Initiatives be considered as NGOs in the making? While many NGOs have their origins in Citizen Initiatives, it is clear that not all Citizen Initiatives do have the ambition or the

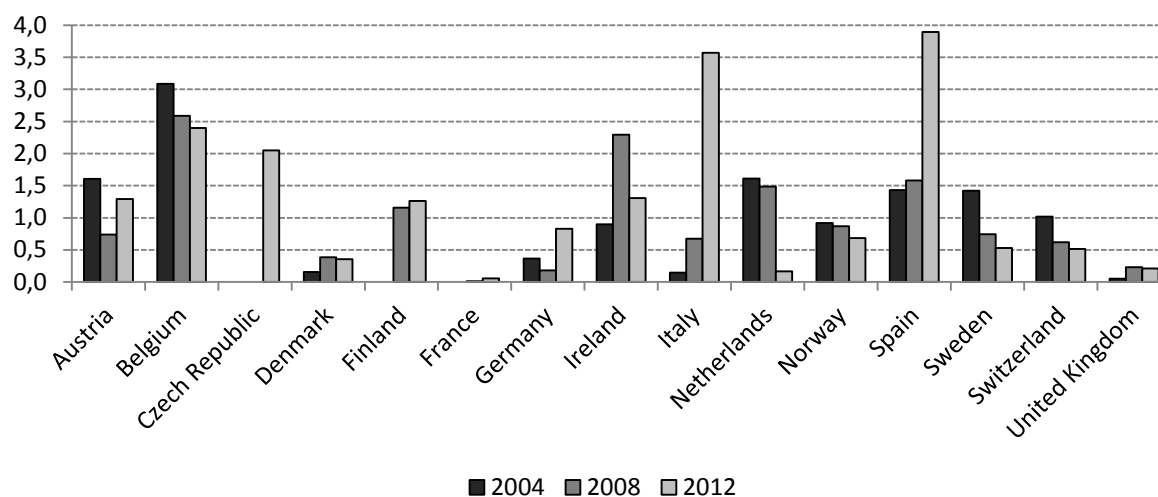
competence to become NGOs. However, they both belong to civil society at large, and the criteria to distinct one from another are to be situated in the degree of institutionalisation and lies in the combination of the occupational aspect and the recognition as an aid actor, rather than in the size, the objectives or the constituency. The distinction is, however, not clear-cut. In civil society there is a continuum with CIs at one end and NGOs at the other, with recognition, but also the extent to which aid is the core business of the actor, and the degree of institutionalisation as axe-denominators.

2.3 The public and the citizen

If the aid system would be considered a theatre play, the part reserved for the individual can vary widely per country. Traditionally, the position of donor country populations in the approach of aid actors is one of a collective and passive entity: the public which has to be informed, motivated, and convinced. In the aid system terminology, these activities are often synthesised under the header Development Education and Awareness Raising (DEAR) which, together with advocacy, lobbying, and fundraising, constitute the ‘activities in the North’ of development work, as opposed to the ‘activities in the South’ *i.e.* aid projects properly.

To put things in perspective, the combined DEAR activities budget makes up hardly 0.5% of the ODA of the European OECD-DAC countries. This budget is, however, notorious for its tendency to fluctuate annually, and at a certain moment in time reached up to more than 1% in countries like Spain¹ and Belgium, and even 2% of ODA in the Netherlands.

Figure 1. Promotion of Development Awareness (in % of total gross disbursements ODA), 2004, 2008 and 2012



Source: own calculations on the basis of Creditor Reporting System (CRS) database (OECD-DAC)

¹ The Spanish OECD-DAC statistics on DEAR activities need to be looked at separately as communication and awareness raising components of projects in the South are also included, making it difficult to compare financial flows with other OECD-DAC countries (European Commission, 2012).

To illustrate the finding that DEAR activities do not automatically translate in an increased overall level of public support for aid, we should take a closer look at some public opinion polls to appreciate the public involvement with aid (Pollet, 2013; European Commission 2005, 2007, 2012; Hento, 2011). Until 2007, public support for development aid used to be high, whether considered as a principle or as a practice. The principle thereby refers to the values underpinning the relevance of aid, whereas the practice refers to the belief in aid effectiveness and the confidence in the aid actors' ability. In the Benelux countries, public support has severely dropped, down to a point where the group of people thinking aid is ineffective is larger than the group thinking it is effective. The largest group, however, will still answer with 'don't know'. Indeed, knowledge about aid and global solidarity still tends to be poor and opinions come as shallow (Henson & Lindstrom, 2011). As for aid actors, most people do still give credit to large international organisations (at the multilateral level), although preference for very small organisations is increasing, as they are associated with transparency and high effectiveness (in the sense of 'every euro given to them goes to the ones who need it') (Pollet, 2013). The more traditional aid actors like NGOs and governmental agencies in particular are losing ground. Explanations for these fluctuations in public support could be sought through external reasons, such as the current economic crisis and the decreasing trust in institutions in general (Edelman Trust Barometer, 2012). However, decreasing public support may at least to some extent be brought back to internal systemic reasons, such as poor communication strategies of development actors, the perception of poor effectiveness, and the persistent conviction that global poverty and insecurity are expanding rather than being solved.

Is this public opinion pattern then reflected in public behaviour? The aid-related behaviour of citizens of donor countries is usually brought down to three options: donating money, buying fair trade and certified goods, and volunteering. The World Giving Index of 2013 (Charities Aid Foundation, 2013) noted that the proportion of the global community engaged in giving behaviour had slightly increased. 'Giving' was in this case indicated by a combination of donating money to a charity organisation, volunteering time, and spontaneously helping a stranger. A closer look at these indicator showed that when it comes to donating money, the 2012 level is still behind the level registered in 2008.

Some other studies show a decline in the number of people reporting to have given money to an organisation working for development aid (Pollet, 2013). While other, notably mediated fundraising practices (whereby donors can choose their own beneficiaries) may still be on the rise, it may seem plausible to believe that the tendency is to give less, and to do more. Simultaneously, volunteering covers a broad range of activities, from signing a petition to go and work for an organisation in the South without pay for a couple of months. The application and allocation procedures vary from country to country. While for example Voluntary Service Overseas (VSO) in the UK and the Peace Corps in the USA are reference organisations for would-be volunteers, the options in other countries show a more dispersed pattern. In Belgium for instance, many NGOs or other professional organisations are not all that keen at receiving volunteering requests.

Given the dependency on the readiness of the Third Sector (NGDOs and, more broadly defined, civil society organisations) to cater to volunteers, it may be fair to consider Citizen Initiatives as not just a subsector of voluntary work, or vice-versa. Both phenomena have in common that they stem from the motivation of citizens to do something, but they differ in the societal readiness to recognise such motivation. Volunteerism supposes an institutional component in which candidates can step into, while Citizen Initiatives appear as a bottom-up expression of the citizen to 'do it ourselves'.

This brings us to the distinction we can make between people as 'the public' and people as 'citizens'. 'The public' invokes the image of a monolithic group of people, passively waiting until they are called upon to give support. The term 'citizens' holds a much more active image, the one of people consciously taking matters in own hands. In this sense Citizen Initiatives are much closer to the notion of citizenship than to the notion of the public. This also explains why the traditional aid actors, who are used to this notion of citizens as 'the public', are not at ease with the concept of Citizen Initiatives. It also explains why there is still no commonly accepted term for these Citizen Initiatives – something that could be changed in the proximate future and to which this report may contribute.

3. Citizen Initiatives for Global Solidarity

This chapter summarises the findings of the mapping exercise carried out in 17 European countries. A comprehensive country-per-country overview can be read in Annex 1 of this paper. Table 2 below already shows the general diversity of the countries studied and can be used as a background for the CI-context in the respective countries.

Table 2. Overview of population, public support and ODA-volumes for 17 European countries

Country	Population (in millions)	Public support in %*	ODA (US\$ million – 2012)	ODA as % of GNI (2012)	% of bilateral ODA to/through CSOs
Austria	8.4	19	1.1	0.28	13
Belgium	11.0	28	2.3	0.47	18
Czech Republic	10.5	22	0.2	0.12	n.a.
Denmark	5.6	37	2.7	0.83	21
Finland	5.4	32	1.3	0.53	21
France	65.6	25	12.0	0.45	1
Germany	80.5	41	12.9	0.37	9
Hungary	9.9	15	0.1	0.11	n.a.
Ireland	4.6	41	0.8	0.47	38
Italy	59.7	20	2.7	0.14	11
Netherlands	16.7	31	5.5	0.71	33
Norway	5.1	n.a.	4.8	0.93	25
Poland	38.5	24	0.4	0.09	n.a.
Spain	47.3	34	2.0	0.16	28
Sweden	9.6	62	5.2	0.97	27
Switzerland	8.0	n.a.	3.0	0.47	25
United Kingdom	63.7	35	13.9	0.56	19

Source: OECD-DAC 2013a, OECD-DAC 2013c, European Commission 2013 – Note: figures for Hungary (2011) by EuropeAid. (*) Percentage of the population answering ‘very important’ to help people in developing countries – other answering options are ‘fairly important’, ‘not very important’, ‘not at all important’

Although the different aspects of Citizen Initiatives are related to each other and should be considered as a whole when it comes to discussing their characteristics, governmental policies, and support, an attempt was made to give each aspect a focus on its own right. This report starts therefore by unfolding the concepts, terminologies, and taxonomies, followed by significance and characteristics of CIs. It then discusses governmental involvement (level and recognition), financial- and nonfinancial support. It concludes with a synthesis on representation, monitoring and research.

3.1 Concept, terminology and taxonomy

Starting from an operational definition of CIs as ‘small-scale initiatives or projects, set up by private persons in the North, aimed at the improvement of living standards of people in the global South, and not sorting under the official development cooperation or cooperation

through established NGOs, corporations, or societal institutions', the first question is whether, too what extent, and under which denominator this type of organisations exist in the various European countries. It was found that Citizen Initiatives of this kind do exist in about every European country, but also that the landscape as for position, embedding and terminology of CIs is quite diverse.

A categorisation resulting in a proper name-giving is only available in the Netherlands (*particuliere initiatieven* or 'private initiatives') and in Belgium (the private 4th pillar in the Flemish part; popular initiatives for international solidarity at the French-speaking side). This clear-cut categorisation is due to two reasons. First, both the Netherlands and Belgium have a closed shop system for the central government's co-financing of NGOs: only 'recognised' NGOs can obtain funds. Second, in both countries academics grew an interest in the phenomenon of mainstreaming of development aid (socialisation). This interest was converted in the above mentioned labelling which has become commonly accepted in the respective aid sectors.

In other countries, the phenomenon of CIs is described as initiatives by associations (*Vereine* - Germany), initiatives at a personal basis (Austria), micro-projects (France), small charities or small NGOs (UK and Ireland), or small solidarity initiatives (Italy). In Scandinavian countries, no specific names are used to describe them, while in Eastern Europe they rank under the same category as NGOs. In Spain, the *Iniciativa Ciudadana* refer to citizen groups with a more political agenda in North-South issues, and – unlike NGOs – without the intention of seeking funds.

To further categorise CIs, different criteria can be used. Relevant criteria then include the legal status, the size of the organisation, the volunteer character, the organisational goals, and the field of operation.

- The legal status refers to whether CIs and associations of people are obliged to have a legal personality (by law) and whether NGOs at their turn are a legally sanctioned category. In most countries a legal personality is required for applying for public funds. In some countries, notably in Eastern Europe, a legal personality is required even for local fundraising activities. In some countries, like France and Germany, umbrella organisations allow small initiatives to apply under the umbrella itself, or they will assist them in the process of registering. The term NGO has a specific status in Belgium, the Netherlands, Norway, Italy and Ireland as recognised NGOs only can apply for central governmental funds. In France and Sweden, the government channels funds through a number of larger NGOs, while in Germany and the UK governmental rules become stricter, meaning that only large, professional NGOs will be able to obtain governmental funding altogether. In Denmark and Finland NGOs do not have to register. This makes that in these countries the divide between NGOs and non-NGOs is relatively blurred.
- The size of the organisation could be defined on the basis of its annual budget. A problem in comparing countries is that the budget refers often to the projects, rather than the organisation. In the UK more than half of the voluntary civil society organisations (CSOs) are known to have an annual budget of less than £10,000 (NCVO UK Civil Society Almanac,

2013). In Denmark, the notion of a small NGDO project corresponds with a budget of under €150,000, while in Germany *Kleinprojekte* are defined as having a budget of less than €37,500.

- Citizen Initiatives are mostly associated with volunteerism, although professional staff is not by definition excluded. For example, in the French-speaking part of Belgium 85% of the CIs are run at a volunteers-only base (Godin, 2013). In the Netherlands too, CIs predominantly lean on the engagement of volunteers. In Finland, the aid sector is quite familiar with the concept of volunteer groups. In France, the recognition of the volunteer sector is to some extent at the origin of the present recognition of the importance of micro-projects.
- While in the world of NGDOs, the goal or *raison d'être* is usually solely situated at the global level, this is not necessarily so with CIs. Many of them have related goals at local level. In Eastern Europe, the majority of the CIs – and home grown NGDOs for that matter – could be called one issue organisations (education, health, gender, political rights), whereby the international chapter of the issue is usually an extension of the activities at home.
- In Germany, Austria and Eastern Europe the majority of the CIs limit their activities to what is known as development education and awareness raising. In the Benelux countries a vast number of CIs do have a proper South component making them to look like small NGDOs. Some mixed formulas do exist, for example in Italy, where large church-based NGDOs (e.g. Caritas, Don Bosco) allow donating citizens to adopt their own 'foster project' which is, however, 100% embedded within the organisational chart of the Southern partners.

A different reality in Central and Eastern Europe?

There are some 70,000 registered civic organisations in the Czech Republic, in some cases represented by sector-specific platforms (e.g. on housing or health issues). Citizen Initiatives with a component in the South (or East) are few in number and far in between. Projects of Czech NGDOs are usually small, except those by Czech branches of INGDOs like Care and Médecins Sans Frontières. Typical projects are the ones by church-based NGDOs or the Humanist Movement, often specialised in adoption and child-fostering programs.

While we could safely conclude that most CIs are small organisations and volunteer based, the search for a common categorisation has rather led to a rough characterisation. As to legal personality, distinction from NGDOs, organisational goals, and activity fields, the map illustrates diverse outcomes.

3.2 Significance and characteristics

In this section an attempt is made to describe the sector of Citizen Initiatives in quantitative and qualitative terms. How extended is the CI community and how can it be characterised? Two

types of information are available in some of the countries studied: centralised counts of CIs and rough estimates.

The Belgian focal points 4th Pillar Steunpunt and the Support Unit for International Solidarity Wallonia (CASIW) aim to gather the CI coordinates in order to communicate with them about workshops/events and to enable them to make publicity and network. Both the Flemish and French-speaking focal point presently facilitate a database of 600 CIs each. The Austrian 1zu1 platform holds a database of just 82 initiatives. As many CIs do not have the ambition to grow any larger and keep a low profile by being locally active, these numbers may well be a gross underestimation of the reality.

The UK Voluntary Sector Statistical Almanac (2013) covers 163,000 voluntary UK-based civil society organisations, of which 11,300 are categorised as carrying out development activities, with another 5,200 labelled as international. The actual number may be higher as many organisations undertake multiple activities. A count of the Italian Institute of Statistics reports more than 3,500 international cooperation and solidarity organisations, employing about 5,000 employees and 78,000 volunteers. An estimation in the Netherlands leads to a figure of between 6,000 and 15,000 CIs, although it is rather considered a 'guesstimate' (Kinsbergen & Schulpen, 2010). A similar attempt in Flanders resulted in a figure between 1,400 and 6,400 CIs (Develtere & De Bruyn, 2009). An unofficial estimate in France speaks of possibly 40,000 CIs, but this figure still needs to be validated.

*A study by De Bruyn (2012) focuses on **the effects** of Belgian CIs in the South. During 40 years (1971-2011), the province of West-Flanders had (co-) funded 1,592 projects for a combined total of €20 million through 633 small organisations. 75% of the projects were in the sectors education, infrastructure, agriculture and health. About half of the organisations had a link with the church or missionary work. On average, CIs had spent half a day per week at running their project (not counting occasional field visits), of which most time went into fund-raising and reporting/accounting activities and expenditures. While the Southern partners were mostly co-deciding the project strategy, it was also clear that the project's relevance and impact was the subject of assumption rather than evidence. An assessment through a number of case studies in India and the D.R. Congo showed that many projects thrive on personal ties. The flipside of this was the obvious challenge of the Southern partner's financial dependence on one single donor.*

A survey in Germany (Krimmer, 2013) indicates there may be about 32,000 German third sector organisations that have international solidarity as their main goal or as one of the important organisational goals. 74% of these organisations work with volunteers only. Elaborating on the same data, Schmeisser *et al.* (2013) state that compared to other third sector organisations, the ones in the area of development policy report less frequent about problems with finding committed volunteers and filling honorary posts.

*A sub-granting system working out favourable for CIs is shown in the case of the French **Guild Européenne du Raid** (GER). GER started 30 years ago as a development NGO, but gradually specialised in trying to seek grants and funds for small organisations. This was picked up by the Ministry of Foreign Affairs, who began to fund this GER-initiative at the condition criteria and training would be offered in order to counter the fragmentation and lack of professionalism. In 2012 the French Agency for Development (AFD) increased the financial input from €100,000 a year to €2,000,000 for a 3 year period. Associations applying for national funding through GER need to have: (a) a legal personality according to French law; (b) exist an organisation for over 3 years by the time of the application; (c) applying for an amount between €2,000 and €10,000, with the amount not being more than 75% of the project budget; and (d) an annual budget of the organisation of less than €100,000. AFD has insisted to use the funds for small organisations, rather than (offshoots of) large NGOs. Projects approved receive 75% of their grant by the start of the project. There is a mid-term review by way of visits of GER or local consultants contracted for this task. When evaluated positively, they receive the remainder of the budget.*

Extrapolating these rough estimates (which are already an extrapolation of local investigations), the Western European countries are likely to include 100,000 to 200,000 CIs.

As for CI characteristics, we may consider the origins, the type of projects, the target groups and the life cycle of activities.

Four kinds of origins or 'roots' can be distinguished in nearly all countries: (a) returned expats, travellers or volunteers; (b) youth organisations; (c) church-based groups and (d) diaspora groups. Volunteerism is certainly a factor in the UK, Ireland, and France. Church-based groups, gathered around parishes or discussion groups are very much in evidence in Germany and Italy, all though the legacy of missionary work is still visible in all countries. In Finland and the other Scandinavian countries, groups of young people have often a South involvement. Diaspora groups feature high all over Europe in terms of initiating aid-related projects.

As mentioned before most CIs are to a certain extent engaged in implementing DEAR activities. Of those with a South component in their organisation their projects do much more classify as tangible projects than as institutional. Many projects evolve around building schools, wells or clinics. Sector-wise, education and health come to the fore.

This focus is also reflected in the target group, which often consist of children, women, or specific vulnerable groups (for example disabled or HIV-infected people). In some cases, the core activity is donating second-hand goods or fostering children, reflecting an empathy-based or typical charity undercurrent. However, in France there seems to be a gradual shift to capacity building and a more institutional approach.

Especially in the Benelux countries, the life cycle of projects is often seen as the Achilles heel of CIs. It happens that not enough time is devoted to plan projects together with the Southern partner in a

participative way. It also happens that projects run out of steam, increasing the risk of poor sustainability and causing upsets in the target population. Moreover, many projects tend to have measurable goals, meaning that after completion many of the CIs are disbanded.

3.3 Government Policy and Citizen Initiatives

Most European countries either have an explicit or an implicit policy with regard to Citizen Initiatives. This policy could be characterised by its hind-laying goals, its level of implementation, and its instruments.

In some countries, CIs have been promoted by the government as expressions of public support and world citizenship (for example Germany and the Netherlands). In other countries, CIs received a place in the recognition by the government out of a willingness to allow a certain diversification of the aid actors' landscape (UK, France, Belgium and earlier on also Norway), seeing small organisations as an innovative and complementary actor. Listing up the arguments for the French micro-project policy, Pierre Daniel-Calonne (2013) points at the educational as well as experimental value of micro-projects, their relative low costs and their capacity to mobilise chunks of the society which are not automatically reached through classic NGDO-campaigns. But in Norway, for example, the government is shifting its emphasis in general development cooperation policy and public support towards aid effectiveness, at the expense of the support to small organisations.

In quite a few countries, CIs have been interacting with decentralised government levels: the *Länder* in Germany, the administrative regions in France, the cantons in Switzerland, the linguistically defined regions in Belgium, the autonomous regions in Spain, the Scottish and the Welsh administrations, to name a few. All over Europe, many provincial and municipal administrations have a policy which includes CIs too. As bilateral aid and cooperation through the larger NGDOs is usually a competence of the central government, the decentralised governments often define their policy towards CIs as part of their genuine vocation, which lies in promoting global citizenship among their inhabitants. In France, Germany and the Netherlands, CIs are at the same time a central government matter too.

The instruments used in policy are grossly three-fold: supply of financial support, supply of nonfinancial support, and fiscal policy. Firstly, financial support comes under the form of funding or co-financing schemes. Grants are mostly in the range of a few thousand Euros and may or may not be subject to strict procedures and conditions. Quite often, the system of grants disbursing is 'subcontracted' to a CSO-umbrella, like Civil Society in Development Denmark (CISU), the Danish Mission Council Development Department (DMCDD) and the Danish Youth Council (DUF) in Denmark, Forum Syd in Sweden, and until recently, the umbrella organisation for Finnish Civil Society Organisations (KEPA), to recognised 'specialised' NGDOs (like Cordaid and Impulsis in the Netherlands and GER in France) or to a large charitable foundation like Comic Relief in the UK. Secondly, nonfinancial support usually comes down to training workshops, networking and exposure opportunities. Support structures are often

embedded in NGDO-umbrella organisations (as is the case with 1zu1 in Austria and the CI focal points 4th Pillar Steunpunt and CASIW in Belgium), or in public platforms like the Dutch Expertise and Advisory Centre for Citizenship and International Cooperation (NCDO) in the Netherlands. These funding and support mechanisms are treated more in detail in the next sections. Finally, governments can support CIs by enabling them to provide tax deduction certificates to their donors. While this is common practice in the UK, Ireland and Sweden, many small CIs elsewhere are not registered as a charity or NGDO and miss out on this opportunity.

While most governments directly or indirectly recognise the potential of CIs, a number of tendencies running contradictory to the emergence of CI-policy are noticed. In Eastern Europe, the governmental budget for aid to be channelled through CSO is so modest that only the few sizeable NGDOs can apply for it. The policy towards CSOs in general is to professionalise and to scale up organisations rather than to disperse the means. Professionalisation is also the first concern of the Irish NGDO-sector, who recently saw its government support almost vanish.

In the Scandinavian countries, small projects schemes have been diminished or even abandoned due to the governments' policies to create direct ownership for CSOs in the South, thus by-passing CSOs (or CIs for that matter) in the North. In most of the countries studied embassies in partner countries in the South dispose of a budget for small projects, making the role of an intermediary organisation obsolete. In Sweden, as well as in Finland, CSOs applying for funds have to adapt to the Rights-Based Approach policy, which excludes most of the typical 'tangible' CI-domains.

A third counter-tendency is the deployment of citizens' engagement in directions which hold alternatives for CIs, such as volunteering. This has been the case in the UK, where for instance the idea of the Gap Year (between school and work) has been heavily promoted.

3.4 Financial Support

The mapping sketches a diverse image of (potential) financial resources available to CIs. This diversity is strongly related to the degree to which CIs are recognised as a distinct actor in the field of international development, either as micro projects, small and/or diaspora organisations or local charities.

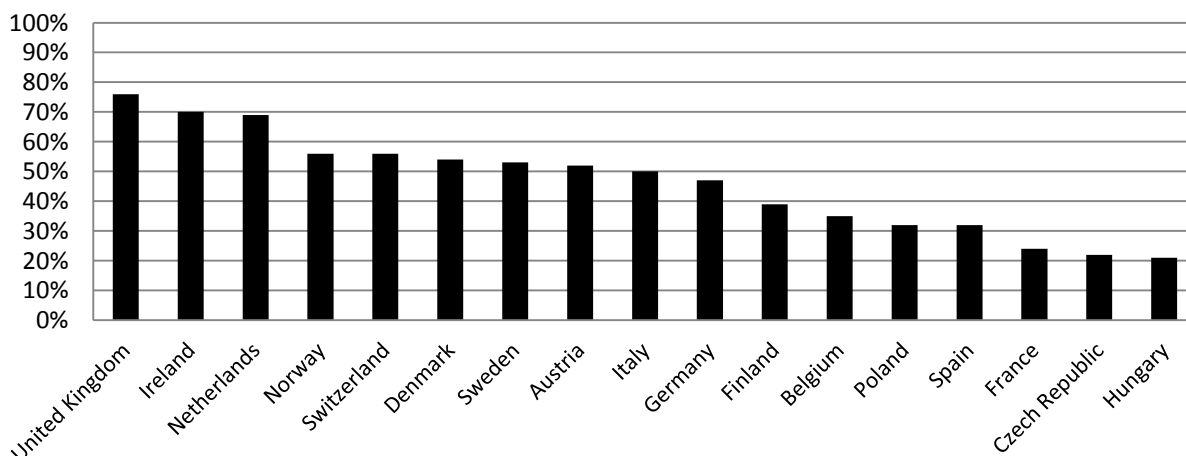
*Danish CIs can try to apply for funds through **CISU**, but they risk remaining empty-handed. With 260 members, CISU is the largest umbrella organisation for NGDOs in Denmark. In order to apply for funds via CISU, member -organisations need to be a NGDO for more than one year and to have at least 15 contributors. Grant applications are subject to well spelled out criteria and thorough assessments. The local partner must be a CSO (e.g. a trade union, community-based organisation, citizen group or network) and not an individual, a company or a public institution. Costs such as salaries and administration can be covered up to a certain percentage. Construction work, relief aid, parallel structures, partner identification, or religious messaging cannot be covered. The CISU Fund supports different projects like joint finalisations (up to 90,000 DKK), small-scale interventions (up to 500,000 DKK) and major development projects (up to 5 million DKK).*

Although clear numbers on the scope of financial resources to CIs are hardly available a first explorative impression can be provided. The degree and landscape of private funding in the selected European countries is outlined first, followed by an elaboration on the public funding available to CIs.

Private funding

In general, private funding is regarded the most important source of income for Citizen Initiatives. In Ireland and the Netherlands, for instance, most funding comes from private donations or corporate sponsorships. Both countries have a strong tradition of supporting charity organisations and the majority of Citizen Initiatives succeeds in building a strong local support base (most likely through informal networks amongst friends and relatives or 'entourage'). However, there are exceptions to this general rule. In Austria, small organisations are said to collect 80% of their funding from different government levels (the majority coming from provincial administrations), while the remaining 20% is estimated to come from private donations and other charity organisations like church foundations. Nonetheless, a survey among German non-profit organisations oriented towards development policy indicates some clear advantages of being funded through private sources; the organisations report that low dependency on public funds and performance-based payments creates less uncertainty concerning financial planning (Schmeisser *et al.*, 2013).

Figure 2. Donating money to charity in 2013 (in % of population)



Source: Charities Aid Foundation, 2013

The extent to which CIs are able to collect funding from individuals (*i.e.*, the general public) is, among other things, dependent on more general giving behaviour attitudes in European countries. As the World Giving Index indicates in its 2013 edition such giving behaviour differs greatly among European countries. In terms of donating money to charity the UK scores the highest with 76% of the population donating, followed by Ireland (70), the Netherlands (69), and Norway (56) (also see Figure 2). Sweden, Austria and Germany are located in the middle of the ranking with an average of about 50%, while France, Hungary and the Czech Republic are ranked at the bottom with scores ranging from 24% to 21%. Especially in East-European

countries, the opportunity to collect funding from the private domain thus seems rather limited for Citizen Initiatives, perhaps also because of the lower living standards and the low levels of public support for international development.

Not only does the degree of private funding differs across countries in Europe, also the sources providing these funds vary significantly across countries.

In a vast share of the countries church institutions and parishes play an important role in financing CIs, primarily for DEAR activities but also for projects with a South component. This is, for instance, the case in Germany where church-based organisations like Brot-für-die Welt, the Catholic Bishops' Organisation for Development Cooperation (MISEREOR) and the Church Development Service (EED) cater for small organisations using their own financial resources.

There are also some organisations that disburse funding to Citizen Initiatives, although their funding schemes are not always specifically aimed at small organisations as the more traditional NGOs also participate. This form of grant making can be found in Wales with the Wales Council for Voluntary Action (WCVA), in the Netherlands with the Wild Geese Foundation, and in Norway with the Norwegian Children and Youth Council (LNU). In addition to these actors also large private foundations provide financial support to CIs. This especially holds for Spain (*Fundación la Caixa* and *Fundación Repsol*), Finland (KIOS, Abilis, Siemenpuu), and the UK (Comic relief, Big Lottery Fund, Baring Foundation, Waterloo Foundation, and Allan and Nesta Ferguson Foundation).

In terms of funding from NGOs only in a few countries the larger and more professionalised development organisations have started to show interest in Citizen Initiatives, if only because they believe these organisations have the potential to raise public awareness. In the Netherlands, for instance, four of the biggest NGOs (*i.e.*, Cordaid, Oxfam Novib, HIVOS, and ICCO) have for years subsidised CIs (partly with indirect

*In partnership with DFID, Comic Relief has launched the **Common Ground initiative**, whereby £20,000,000 has been made available during a three-year period (2010-2013) for grants for small and Diaspora organisations in order to strengthen their capacity for to carry out development activities. In this programme the notion of 'small' responds to an annual turnover of less than £1,000,000. The geographical focus is on Africa and the thematic focus on health, education, enterprise and employment. Three types of grants are available: research, consultation and planning grants (up to £25,000); project grants (up to £1,000,000 over 5 years); and organisational development grants (up to £40,000 for up to 3 years). Project grants will only be given if sufficient research and planning has been undertaken, or a research grant has been completed. Organisational development grants can be made alongside a project grant application or as a 'stand-alone' application. INTRAC has been involved as a facilitator for a Peer Learning Programme for grant holders. Since the launch of the Common Ground Initiative, Comic Relief has supported 165 projects through funding to small and Diaspora organisations. The average size of these grants is £245,000. This includes a number of research, consultation and planning grants which are for a maximum of £25,000 as well as capacity building support grants which as up to £40,000.*

financial support from the Dutch Ministry of Foreign Affairs). Due to recent budget cuts essentially only Cordaid and ICCO (under the name of Impulsis) remain at present.

Public funding

In order to be eligible to receive funding from public sources, official registration for CIs is crucial in most countries. On top, there are often additional requirements (*e.g.*, organisational assessments in Sweden, the formation of consortia and partnerships in the Czech Republic) which might make it difficult for CIs to comply to. Besides, co-funding is often a requirement for especially those CIs that apply for funding schemes that are principally aimed at the more professional NGDO sector (as is the case in Norway where organisations have to co-fund at least 10% of the project with private funds).

In many countries governmental funding sources for CIs are intertwined with development education and awareness raising activities. This indicates that financing of South component projects is often related to the need to strengthen and increase public support. This is a phenomenon already observed in the Netherlands, but also in a country like Denmark public project funding for CIs is sometimes intertwined with DEAR activities (for instance in the case of indirect project support mandated to DMCD). The same actually holds for the need to professionalise Citizen Initiatives as small activities are not always believed to be effective. This trend is specifically observed in Austria, Sweden and the Czech Republic, where in general NGDOs are encouraged to scale up their efforts and improve the quality and effectiveness of projects, rather than to broaden the existing range of initiatives to create a more plural civil society. The Common Ground Initiative implemented by Comic Relief in the UK (in partnership with the Department for International Development - DfID) is a perfect example of a programme providing a mix of funding for South related projects of small and diaspora organisations, capacity building of these same organisations and awareness raising activities in the UK itself.

With regard to public funding, it is important to distinguish between funding from the national, provincial, and local government as all are likely to provide some type of funding to Citizen Initiatives. The national level is probably the least common level for financing CIs. In some cases that has to do with the preference to directly fund civil society organisations in the South, as is happening in Finland. In other countries like the Netherlands and Austria specific national funding schemes aimed at supporting small organisations have been abolished in recent years. The same holds for Ireland where in 2008 specific micro project funding was discontinued thereby significantly reducing access to public funding for small organisations. In Austria the funding and application procedure of small projects in developing countries is decentralised to local representatives of the Austrian Development Agency (ADA). It remains, however, unclear to what extent Austrian CIs actually make use, are able to use, or are even allowed to use these decentralised funding schemes. Table 3 provides an overview of geographical public funding opportunities per country and illustrates that many countries have multiple levels simultaneously.

The national level often offers substantial funding opportunities for NGOs in general. However, criteria for funding might be such that CIs do simply not qualify for funding. In Sweden, for instance, an organisational risk assessment is performed and in Norway civil society organisations have to co-finance 10% of their own project proposal, meaning the organisation has to be registered in the fundraising registry administered by the Norwegian Control Committee for Fundraising. In addition, in some countries the focus has shifted towards larger development organisations due to the continuing discussion about, and the growing importance attached to, the effectiveness of development cooperation. Moreover, small projects are often considered too laborious for national government agencies. This is for instance reflected in Poland where CIs are believed not to make use of such national financing systems. Also in Sweden national funding from the Swedish International Development Cooperation Agency (SIDA), which is mandated to Forum Syd, goes hand in hand with specific criteria like the need to include a rights based approach and a strong emphasis on quality. This means that the rather smaller and informal CIs simply do not qualify for national financial support.

Table 3. Explorative overview of Public Funding Windows for CIs

Country	National opportunities	Regional opportunities	Local opportunities
Austria		X	
Belgium		X	X
Czech Republic			
Denmark	X		
Finland			
France	X	X	X
Germany		X	X
Hungary	X		
Ireland			
Italy		X	X
Netherlands	X		X
Norway	X		X
Poland			
Spain			X
Sweden	X		X
Switzerland		X	X
United Kingdom	X		X

Source: authors' own sources

Note: this table only includes what has been brought to the fore during the mapping and does not pretend to be exhaustive in sketching all public funding opportunities available to CIs

In several cases national support for CIs is mandated to umbrella organisations. In the UK, for instance, funding is mandated to Comic Relief, in Sweden to Forum Syd (supporting both large and small organisations), and in the Netherlands funds are disbursed via some of the larger Dutch NGOs. The same construction holds for Denmark where funding decisions are mandated to a few larger NGOs and umbrella organisations like CISU, DMCDD, and DUF. CISU, for instance, is currently responsible for administering *Civilsamfundspuljen* ('The Civil Society Fund') on behalf of the Danish International Development Agency (DANIDA). It is designed to

give smaller and less experienced NGOs a chance to secure funds for development projects. An organisation does not have to be a member of CISU to apply to *Civilsamfundspuljen*.

In general, DANIDA relies on these organisations for fund allocation and verification of quality standards. Interesting is that construction work and material aid are excluded from financing although research done on CIs in the Netherlands (Kinsbergen & Schulpen, 2010) and Belgium (De Bruyn, 2012) indicates that these are popular elements of CI activities. In France GER is mandated to allocate ministerial funding to CIs. In principal, these funds are primarily aimed at supporting so called micro projects (also from the traditional NGOs) but currently they are mainly directed to small organisations. Even though this construction of mandating larger umbrella's or NGOs to allocate funding to CIs is found in many countries, in some of them substantial budget cuts have been made on such outsourcing with KPA (*Kleine Plaatselijke Activiteiten* or Subsidy Programme for Small Local Activities) and SBOS (*Subsidiefaciliteit Burgerschap & Ontwikkelingssamenwerking* or 'Subsidy facility for Citizenship and Development Cooperation') being good examples of such cuts in the Netherlands.

A different central government support mechanism (which might provide additional funding to CIs) is incorporated in national tax systems. In the majority of countries, gifts to charities (and thus CIs if officially registered) are tax deductible. In the Netherlands, for instance, monetary contributions to organisations registered as *Algemeen Nut Beogende Instellingen* ('public benefit organisations') are tax deductible for individual and corporate donors. The situation in Norway and Spain is comparable, with registered nonprofit organisations being largely exempted from income taxation. Also here contributions or donations to nonprofits are tax deductible. In some countries (e.g., Italy, Poland and Hungary) a different system is (also) available. Here people can allocate a small amount of their tax payments (often 1%) to specific nonprofit organisations. This system can be regarded as a democratic way of allocating taxes to, in this case, nonprofit organisations. Bullain (2004) states that in Hungary it has not yet provided a major source of funding, but it has, to a certain extent, channelled public support to organisations that would otherwise have had no access to such funds. Another potential benefit she mentions is the growing transparency and accountability of NGOs towards citizens in order to gain their support. The downside of such a system is that individual tax allocations constrain the development of a proper giving culture (Bullain, 2004). Moreover, it remains unclear to what extent many small organisations actually make use of this subsidy mechanism and whether

A network of regional funding systems in Germany

AGL *One World Network has 16 secondary members which are each of them the umbrella at 'Länder'-level of smaller civil society organisations. Informal groups member of such 'Landesnetwerke' may link to a legal person 'Verrein' to apply for such funds. In every of the 'Länder', an administration is in charge for development cooperation. This way, AGL, as the network of networks represents about 8,000 CIs vis-à-vis the other players in the German field, BMZ Ministry, Engagement Global and the NGO umbrella VENRO.*

they are actually eligible to receive such funding. Also here specific rules apply like official registration and specific tax numbers.

The provincial or regional level is more important to CIs in countries where regional administrations have a relatively high degree of self-government. This then holds for federal states like Belgium - where a total of €2 million provincial grants is disbursed annually without any co-financing required - and for Germany, France, Switzerland, and Spain. Also in Austria each province has specific, albeit small funding windows (*e.g.* under €1,000) for CIs. Nonetheless, application criteria, conditions and procedures differ in each province. That also holds for France where in principal local and regional government bodies serve as the prime funding opportunities for CIs. That means that most local and regional governments have indeed initiated small funding pools for what is often referred to as micro projects. At the same time, a national programme is managed by GER creating different government funding windows at various levels for CIs. Also in Germany most of the financial support comes from lower government bodies with the federal level only providing occasional funding through BMZ (German Federal Ministry for Economic Cooperation and Development).

When turning to the local level rules regarding eligibility of funding and funding procedures are said to differ greatly per municipality. Perhaps even more important is that most of these local level grants provide only very small amounts of funding. In Belgium, for instance, these small amounts are perceived as symbolic contributions. Moreover, by providing only small amounts, such local government funding is also believed to be susceptible to budget cuts. In some cases local funding stopped or has been reduced substantially. This is especially observed in the UK, but also in the Netherlands (where CIs used to collect 5% of their total funding from local governments) this reduction is most likely to happen in the near future. All this forces small charities to even further increase their focus on the private market (*e.g.* foundations and their own proximate networks) for funding.

If any tendency in funding is to be seen in this 'puzzle', it may well be that central governments are gradually moving away from funding small projects through small organisations in donor countries. As other studies seem to confirm (Daniel-Calonne, 2013), sub-granting becomes a popular financing system, whereby the allocation of public funding is delegated to decentralised governments, local authorities, foundations, or large specialised CSOs.

3.5 Nonfinancial Support

The previous section showed that in many countries umbrella organisations offer a wide variety of financial services and funding opportunities. Support to CIs is, however, not limited to financial contributions; the same organisations also offer nonfinancial services like courses on development (aid), financial management training, sensitising and awareness raising, and fund raising strategies.

In the majority of countries support organisations are actively engaged in catering to their member organisations. However, most of them are not exclusively aimed at CIs but cover and support a wide variety of civil society actors, for the most part larger development organisations. This is even more salient in countries like Hungary and Finland where CIs and NGDOs are not regarded as separate actors in the international development arena; they are considered to belong to the same category of private actors in development. Some of the umbrella organisations are members of the European NGDO confederation for relief and development (CONCORD). This is for instance the case in Germany with the German Umbrella of Non-Governmental Development Organisations (VENRO), in Poland with Grupa Zagranica, in Hungary with the Hungarian Association of NGOs for Development and Humanitarian Aid (HAND), and in the Czech Republic with the Czech Forum for Development Cooperation (FoRS). In practice, however, not many Citizen Initiatives are members of these larger network organisations, particularly because membership fees are considered relatively high or legal registration as civil society organisation (as is the case in Norway, for instance, with Bistandstorget) is a precondition for membership. Nonetheless, in some countries there are more specialised organisations that are essentially targeted at supporting Citizen Initiatives or small, less experienced development organisations. This can be observed in Belgium with the Flemish 4th Pillar organisation and the French speaking CASIW and in Denmark with CISU. In the Netherlands the Wild Geese Foundation is a specialised organisation that offers nonfinancial support, but more unique in the European context is MyWorld (supported by the Wild Geese Foundation, Cordaid, Impulsis, and NCDO) which provides a quarterly, hardcopy journal and an online platform where people can network (via the MyWorld-community) and gain information on project implementation (via the MyWorld-wiki). Also in the UK, small and diaspora organisations can access the Peer 2 Peer Learning Programme of the Common Ground Initiative, with specialised support (capacity building and exchange between peers) from the International NGO Training and Research Centre (INTRAC). However, taking a more general perspective explicit CI-support remains rather limited or is placed at larger NGDO umbrella organisations. This is then especially the case in East European countries like Poland and Hungary, but also in Ireland and Italy where training courses and organisational support is largely provided on small scale (or ad-hoc) base; in many cases nonfinancial support does not go beyond the initial phase of information sharing.

Many (nonfinancial) support organisations are nationally organised, but in countries where regions have more autonomy regional networks are considered to be more relevant. In countries like Switzerland and Germany nonfinancial support is mainly organised through regional grouping. In France ten regional networks exist, organised via thematic or geographical lines and funded through the Ministry of Foreign Affairs to advise, train and inform Citizen Initiatives. In general, support is not limited to member organisations only; also non-members qualify for support. The Swedish Forum Syd, for instance, has around 200 members but offers more than 100 courses in rights-based development work to over 1,900 participants from 500 different organisations. WCVA in Wales experiences more or less the same as it supports over 200 organisations annually, although its network does not exceed 140 community links.

Also traditional development organisations provide nonfinancial support to CIs, in many cases as additional service (or condition) to their grants allocated. This can be witnessed in the case of the Netherlands and Sweden with Impulsis and Forum Syd as respective providers. Their funding schemes often include a training component to learn grantees to responsibly manage the funds provided and to manage their project in the South effectively. Also Comic Relief in the UK provides additional services to potential grantees through workshops and training sessions, informing small and diaspora organisations on how to write applications and on how Comic Relief assesses grant applications. Overall, this combination of financial support and training is rather common, and is not only provided by NGDOs but also by specialised umbrella and funding organisations like FoRS in the Czech Republic.

Training and capacity building are the main forms in which nonfinancial support to CIs is provided. Such activities mostly revolve around the use of logical frameworks, communication issues, advocacy and lobbying, accountability, monitoring and evaluation, partnership development, fund raising, sensitising or awareness raising, and intercultural cooperation. CISU (but also the other umbrella organisations in Denmark), for instance, provides support in the form of training courses and individual counselling to small organisations. The purpose is to help them in focusing their support to Southern partners in such a way that it ensures sustainable capacity building of these local organisations. Another example concerns the German networks of the Arbeitsgemeinschaft der Eine Welt – Landesnetzwerke (AGL) that assist small scale initiatives in the process of becoming a legal entity, necessary to apply for funding, and also shows organisations where to apply for funding.

3.6 Representation, monitoring and research

The extent of financial and nonfinancial support to CIs shows that they do not operate in isolation. They are surrounded by other actors that influence them, embrace and support them, or approach them with caution or even with a certain degree of suspicion. Earlier sections

*In May 2009 the **Dutch branch organisation Partin** was officially set up by small organisations and is principally targeted at supporting Citizen Initiatives. Partin engages in discussions on development cooperation and aims to represent Citizen Initiatives' interests in such dialogues, also to improve the general image of CIs as amateur development workers, doing more harm than good in the global South. Next to its representation function Partin also acts as broker between small (member) organisations and large NGDOs and cooperates closely with Wilde Geese and MyWorld. In addition, Partin tries to improve the quality and sustainability of South-activities of their members by sharing information and knowledge. Criteria for membership of Partin are straightforward and include: (1) registered as an official organisation at the Chamber of Commerce, (2) registered as a public benefit organisation, and (3) a small annual fee of €60. Organisations that do not yet meet criteria 1 and 2 can register as 'starter organisation' for a maximum of 1 year. Altogether, this means that in terms of data monitoring Partin keeps a register of approximately 180 member organisations which is searchable through their website www.partin.nl.*

indicated that there are diverse actors interacting with CIs, from umbrella organisations and various governmental institutions to the more traditional and professionalised NGOs. There are, however, actors that are less visible and discussed, but essential in gaining an understanding of Citizen Initiatives. This then refers to representative bodies, data monitoring and registration organisations, and academia.

Starting with representation of Citizen Initiatives the results show that this is almost non-existent and, as far as the mapping stretches, only done by Partin in the Netherlands. This organisation was created by CIs themselves and provides additional leverage to CIs, acting as representative or as broker between the CI community, different levels of government, and private actors like foundations and companies. One of the recent activities of Partin concerned lobbying with the Dutch tax authorities for retaining regulation regarding tax deductible donations. In Belgium the 4th Pillar focal point was initially set-up by the Flemish government as a support mechanism (in a centralised manner), but is now managed by the Flemish umbrella structure of NGOs, 11.11.11. The 4th Pillar focal point is therefore believed to only act as broker, but does not fulfil a representative role for CIs.

The absence of such organisations in most countries might be related to Citizen Initiatives not being recognised as a distinct category of actors with unique organisational characteristics, motivations, and projects. Also the ad hoc or volatile nature of some of these organisations – sometimes not exceeding the organisational form of a temporary, short-term project – does not contribute to the establishment of representative bodies. As such, however, representative bodies might be ideal in monitoring CIs and registering data on organisational characteristics and projects, and the absence of such organisations makes central bundling of information relatively difficult.

The degree of research and data monitoring concerning Citizen Initiatives and their activities in both the North and South is therefore considered low. That has not only to do with the absence of representative bodies, but also with registration and taxonomy. In countries like Norway and Sweden registration as a civil society organisation is mandatory for starting a small initiative, but databases are maintained by local public administrations and not by national government. In addition, in some countries CIs have the same legal organisational status as larger development organisations, making it difficult to distinguish between CIs and NGOs when searching databases. That does not mean there are no opportunities that provide a more elaborative overview of Citizen Initiatives or have the potential to do so.

Firstly, there are organisations that monitor fundraising by charities, provide seals of approval to stimulate trustworthy fundraising, and administer online databases. In Sweden there is the Frivilligorganisationernas Insamlingsråd and the Svensk Insamlingskontroll, in Norway the Norges Innsamlingsrad and Stiftelsen Innsamlingskontrollen, in the Netherlands the Centraal Bureau voor Fondsenwerving (CBF), in Switzerland Stiftung ZEWO (the Swiss Certification Body for Nonprofit Organisations Collecting Public Donations), in Spain Fundación Lealtad, and in the Czech Republic AVPO (Czech Association of Public Benefit Organisations). These organisations aim to cover all national charities that engage in public fundraising, not limiting their work and

coverage to only those involved in international development. However, for organisations that raise funds among the general public, like most Citizen Initiatives do, a seal of approval provides more legitimacy. That means that many CIs might have obtained such a seal of approval and are therefore included in these databases.

Secondly, there are also databases that cover detailed citizen activities at project level. In Poland Grupa Zagranica maintained a database of international projects organised by Polish NGOs and also the Polish Aid Programme provides descriptions of projects. In the Czech Republic, FoRS refers to a database containing projects from Czech development organisations, in Hungary the Centre for Policy Studies (Central European University) mapped the activities of Hungarian NGOs, and in Belgium both the French-speaking focal point CASIW and the Flemish 4th Pillar focal point register CI projects in their databases. Furthermore, In Austria the activities of umbrella organisation 1zu1 include the creation and administration of a website with a database of initiatives. All these databases are available online with the aim of informing the public, thus creating more transparency. However, with regard to actual use of these databases (including the registration and fundraising databases) for scientific research the mapping provides a clear picture; except for Belgium and the Netherlands, which have more elaborate research traditions in the field of Citizen Initiatives, and to a lesser extent Norway and France, research on small Citizen Initiatives is largely lacking. In many studies on private development aid no distinction is made between CIs and larger development organisations as they are all considered civil society actors or NGOs. Whenever CIs are brought up in scientific discussions they are mainly discussed in the light of public support for development aid; in some cases they (and their financial contributions) are mainly considered insignificant.

3.7 Overview

Table 4. Nutshell overview of European Citizen Initiatives for Global Solidarity

Country	Concept - terminology	Data & features of CIs	Governmental involvement	CSO involvement	Main funding sources
Austria	Development initiatives at personal basis	Diaspora & returned expat initiatives; DEAR activities	ADA micro projects programme (terminated)	Globale Verantwortung; NGDO Sol & the 1zu1 platform (database 80 CIs)	Provincial grant schemes; Private
Belgium	Private 4 th Pillar initiatives (Flanders); Popular initiatives of international solidarity (French-speaking part)	Popular (1,500 to 6,500 CIs in Flanders - estimate); Returned expats, solidarity groups, former mission projects	Regional governments (monitoring); Provincial & local governments (funding)	Focal points with databases (2x600 CIs) embedded in CSO umbrella organisations 11.11.11 & CASIW	Provincial & municipal grant schemes; Private
Czech Republic	Small NGDOs	Few CIs with South component	Professionalisation of NGDOs	FORS (NGDO umbrella): representation & support	Private
Denmark	Small NGDOs	Diversified; Youth groups	Sub-granting through CSO-umbrella organisations; Direct funds to Southern CSOs	CISU (280 members), DMCDD, DUF (umbrella organisations)	Grant schemes through umbrella organisations
Finland	Volunteer & small citizen organisations	Diaspora groups; Youth groups	Rights Based Approach (not suited for CIs); Direct support to South CSOs	KEPA (NGDO umbrella organisation): representation & support	Foundations, church & private
France	Micro projects & small associations	Diversified; Up to 40,000 CIs (estimation)	AFD programme for micro projects (sub-granting)	GER serving volunteer organisations & FORIM for diaspora organisations; Regional networks	Regional grant schemes; Grant schemes through GER & FORIM
Germany	Small projects & associations (Verreine)	Church-related groups; DEAR activities; 32,000 Verreine (CIs) including 8,000 Verreine under AGL	BMZ - Engagement Global (focal point)	AGL Landesnetzwerke (CI umbrella organisation); VENRO- BBE (NGDO-umbrella organisations)	Regional grant schemes (Länder) & municipalities; Church-related & other large private foundations
Hungary	Small NGDOs	Few CIs with South component	Occasional calls for NGDO tendering by national government	HAND (NGDO umbrella organisation)	Private funding
Ireland	Small NGDOs, small charities	Few CIs with South component	Irish Aid small projects funding scheme (terminated)	DOCHAS (NGDO umbrella organisation); Fundraising Ireland (training seminars)	Private funding

Country	Concept - terminology	Data & features of CIs	Governmental involvement	CSO involvement	Main funding sources
Italy	Small solidarity initiatives	3,500 organisations in international solidarity	Regional governments; National: Third Sector Agency (support - terminated)	ARCS (CSO Umbrella: support); Forum Terzo Settore (representation)	Private funding (church); Regional, provincial & municipal small grants schemes
Netherlands	Private initiatives (particuliere initiatieven)	Diversified; 6,000-15,000 CIs (estimation)	CIs as policy instrument for strengthening public support for aid; NCDO (public support agency); Sub-granting through NGDOs	Partin (representation); MyWorld (online platform); The NGDOs Cordaid, ICCO, Edukans, Kerk in Actie (through Impulsis) & Wilde Ganzen (brokering & support)	Local fundraising; Impulsis programme; Cordaid Particulier Initiatief Fonds; Wild Geese Foundation; Foundations
Norway	Personalised aid	Diversified; Diaspora groups	Close cooperation NORAD with Norwegian CSOs; Specified grant programmes via sub-granting	Frivilliget (volunteering groups umbrella) support; Bistandstorget (NGDO umbrella organisation) support	NORAD; Local fundraising
Poland	CSO initiatives	Few CIs with South component	Occasional calls for NGDO tendering by Polish Aid	Grupa Zagranica (representation & support)	Local fundraising
Spain	Iniziativa ciudadana	Activist groups	Regional & local level	Regional NGDO umbrella organisations	Local fundraising; Private foundations
Sweden	Small NGDOs	Diversified	Close cooperation SIDA with Swedish CSOs; Framework agreements; Sub-granting; Rights Based Approach	Forum Syd (support & sub-granting)	Forum Syd; Foundations; Municipalities (incidental)
Switzerland	Private initiatives or charitable associations	Popular & spread over cantons; Few CIs engaged in DEAR activities	Canton & municipalities	Fédéréseau (umbrella for canton federations) Canton Federations: Fribourg-Solidaire, FGC, FICD, Latitude 21, FOSIT, Valais Solidaire & FEDEVACO	Sub-granting through Canton Federations Foundations Local private donors Municipalities
United Kingdom	Small charities; Small NGDOs; Individual projects	16,500 Voluntary UK-based CSOs with an international component	DfID: International Citizens Service programme; Common Ground Initiatives (DfID-Comic Relief)	Comic Relief (grants); WCVA (Wales, representation); NIDOS (Scotland - support); BOND (England - NGDO umbrella organisation)	Big charitable foundations; Common Ground grants-scheme for small & diaspora organisations

4. Main conclusions and ways forward

This report presents the findings of a first exploratory study on European citizens in 17 countries setting-up small-scale global solidarity initiatives. The study builds on earlier conceptual and mapping work done by researchers of CIDIN and HIVA-KU Leuven who have examined these types of initiatives in the Netherlands and Belgium. Up to now, this part of the European aid scene is still going largely under the radar of researchers and is hardly on the international agenda of policy makers. However, the findings show a very diverse landscape of tens of thousands of bottom-up citizen initiatives in solidarity with friends, colleagues, families, and communities in the global South.

The main finding of this mapping study is that CIs are common and widespread throughout Europe, but under different labels, in different quantities, and often unknown as a concept or notion of its own. Their background varies from country to country and very often – but not always – they are characterised as small organisations, with a legal status, operating on a voluntary basis. Many CIs are involved in awareness raising about developing countries, aid projects or thematic issues. They are not necessarily specialised in global solidarity issues only. When a South component is included, this often takes the shape of projects providing tangible support in the field of education or healthcare. In some countries the more traditional civil society actors absorb citizens' engagement in the form of CIs by providing a readymade infrastructure for volunteering or opportunities to adopt projects and activities, resulting in CIs not being regarded as a specific actor on its own.

The study also finds that some factors related to local policy or local society, sometimes backed-up by initial research identifying the phenomenon CIs, are likely to have a facilitating effect on the organisational form, scope, and activities of CIs. This especially holds for policies and programmes aimed at supporting special target groups (like diaspora groups, as is the case in the UK, Norway, and Finland), policies aimed at converting and utilising the educational value of CIs (for instance in the Netherlands), or regional authorities inclined to establishing a proper aid policy valid for their own localities (like in Belgium and Germany). A sub-granting system through trusted, specialised NGDOs or NGDO-umbrella organisations equally works favourable for facilitating CIs' activities in both the North and global South (as is happening in France, Denmark, and Norway) and that essentially also holds for the strong presence of church-rooted organisations in civil society (as seen in Germany and Italy) and large philanthropic foundations (which are more prone in the UK and the Netherlands).

Nonfinancial support in terms of training, capacity building and networking is gradually emerging. In a number of cases, CIs have to turn to programmes of CSO-umbrella organisations in general, but more recently support programmes catering especially to CIs are popping up, as can be witnessed in the Netherlands, Belgium, Germany, Austria, Sweden, and France. Representation of CIs as a distinguished 'sector' is still in an infant stage, as the concept of CIs is in most countries not commonly familiarised and thus less institutionalised in representing bodies.

One of the strengths of CIs seems to lie in their ability to locally raise funds, although some evaluations and studies show concerns regarding the way in which a part of CIs tends to approach the public, sometimes re-enforcing existing stereotypes the public has of developing countries, development aid and development cooperation. Nonetheless, the value of CIs lies in their local embedding and their potential to find untapped resources, making them largely independent from public funding. The local embedding of CIs could also be a plea for appropriate policies at government level, as CIs have the potential to raise public awareness on development issues and mobilise active citizenship.

At the same time, application criteria for public funding possibilities for CIs, or micro-projects in general, show the tendency of becoming more demanding and therefore hard to get access to by the less experienced, small organisations. Hind-laying reasons for this are often related to policies trying to cope with the emerging challenges of development aid. This crystallises in the need to scale up projects, the need to show results and effectiveness, the need for government administrations to cut down overhead costs, and – inspired by the idea of ownership – the increasing preference for direct financing (via embassies and overseas bilateral agencies) of local CSOs in the South. Another complicating factor for CIs in search for public funding is the gradual shift from tangible projects to programmes featuring capacity building, institutional development, and, in some cases, the incorporation of a rights-based approach to development.

As this initial study is exploratory in nature, it does not allow for an in-depth analysis of the strengths and weaknesses of CIs, nor does it establish a clear picture of the potential, and the added value compared to other aid delivery channels. From existing research in Belgium and the Netherlands, we know that CIs often turn into long-term partnerships, and at their best, come up with creative and community-oriented solutions for small and bigger development problems, connecting individuals or communities in the North and global South. At the same time, many CIs struggle with sustainability issues, often underestimating the fact that development is more about behavioural change and empowerment than it is about infrastructure and equipment. And while the strong personal engagement of CI volunteers can result in steep learning curves, there is too much repetition of the same mistakes again and again.

Together with these existing researches this study shows that CIs are a popular phenomenon throughout Europe, raising a large amount of funding among their close relatives and friends. At the same time, and despite this mapping research, there are still questions regarding their characteristics, scope, beliefs, activities in both the North and South, the way they interact with other development actors, and their added value and effectiveness. Nonetheless, apart from this call for more insights on these aspects, recognising CIs as a separate actor in the aid landscape is crucial and a first step in bringing them more to the fore.

CIs come forward as prominent, community-oriented agents and are gradually searching (and claiming) their place in the aid landscape. Though gaining ground in terms of insights, this aid landscape does not promote one best way ‘silver bullet’ and continues to feature a heterogeneous field of actors, all with their comparative strengths and weaknesses. A basic recommenda-

tion to policy makers is therefore to recognise CIs as a distinct category in the landscape of aid actors. All stakeholders involved, including policy makers, NGDOs, NGDO umbrella organisations, support organisations, researchers and CIs themselves would benefit from a more profound knowledge and appreciation of each other's mission and fore laying challenges. The 'accidental aid workers' are a wide-spread reality in Europe which thus requires more recognition, in-depth study work, and processes of mutual learning to increase their relevance and scope. This study has revealed a first glimpse. The genie may be out of the bottle.

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Other Sources

During the mapping exercise 60 resource persons with a governmental, development aid, or scientific background were contacted, and numerous websites and unofficial grey documents were consulted. The exact names and references are listed in the country sheets in the annex of this report.

Annex – Country Sheets

These country sheets give an idea of the sources, the context and the most relevant data in the 17 countries studied. They are, however, by no means to be considered as a completed or exhaustive overview, as such was not the nature of this study.

The research team has made use of the respective OECD-DAC Country Peer Reviews published between 2009 and 2013. Further on, a word of acknowledgement should be expressed here to Pierre Daniel-Calonne, who, while carrying out a stock taking on micro-projects on behalf of the French NGDO *Guilde Européenne de la Raid*, has generously shared his interview narratives with the authors of this document. Reference will be made to him throughout these country sheets wherever thought relevant. The information we used from reference persons contacted by him will be indicated through an asterisk (*) in the source listings below.

AUSTRIA

Development cooperation

Austria's ODA in 2011 was US\$ 1,107 million or 0.27% of GNI, which meant a drop compared to 2010 when the amount was US\$ 1,208 million or 0.32% of GNI). The bilateral share in 2012 was 43% (www.oecd.org/austria/AUT.IPG). Austria's bilateral agency is ADA. The DAC Peer review on Austria (OECD, 2009, p.44-45) explains that in 2007 only 7% of ADA's budget is financed by Ministry of Foreign Affairs while 77% was financed by the Ministry of Finance (for debt relieve and international financial institutions). Another characteristic of Austria is that its aid is fragmented (*e.g.* ministries involved, agencies, partner countries, sectors). Austria's NGDO policy, which focuses on NGDOs as development partners, states that aid for Southern NGDOs is increasing and accounted for 5% of ADA's budget in 2007. In 2007, US\$72 million of Austria's ODA was channelled through NGDOs. This represents 4% of total net ODA, less than the DAC median of 7%. But the Austrian figure would be 8.6% if debt relief were excluded, and payments disbursed to and through NGDOs represented 40% of ADA's annual operational budget in 2006. This is explained by ADA's use of NGDOs as contractors. An issue with Austria's NGDO co-financing instruments is that they are project based: this contributes to the aid fragmentation and imposes a higher administration cost on ADA and the NGDOs than un-earmarked multi-annual programme financing. Austrian NGDO's are critical of the system because of the accreditation process which is considered heavy when compared to the small budget available for humanitarian assistance as well as to the heavy monitoring and reporting procedures. The proportion of the Austrian ODA spent at DEAR activities is less than 1%: US\$ 9 million in 2002, US\$ 10.7 million in 2006 and US\$ 8.7 million in 2011 (OECD Stat).

Citizen Initiatives

Until recently, the only recognised non-state actors in Austria were the established NGDOs, which are represented by the umbrella organisation Globale Verantwortung. In 2012, a platform for 'Development initiatives at a personal basis', called 1zu1 was established. This platform is run by the NGDO SOL. 1zu1 is technically a program funded by the Austrian Ministry of Foreign Affairs and is meant to be active from 2012 until 2015.

The activities of 1zu1 include the creation and administration of the website www.1zu1.at with a database of initiatives - at present 82 are listed, with web-link, coordinates, activities sector and partner country - as well as 'committed persons' (not implemented as yet). 1zu1 is also to organise twice-yearly meetings of initiatives to allow for lectures and networking and to guide initiatives to capacity building workshops.

Apart from the diaspora organisations, the background of initiatives is often related to people that have travelled, side-initiatives of NGDO staff, and initiatives by scientific staff of the University of Vienna (Development Studies Department). They are mostly small initiatives, staffed by 1 or 2 people at voluntary basis. Only a few are trying to become an NGDO, as most want to remain small and voluntary-based. Their annual budget ranges between €10,000 and €15,000. Most CIs have DEAR activities. The ones with activities in the South are directed

towards children, schooling and gender issues. The geographical focus is mostly East and Southern Africa.

Policy, funding and representation

There used to be a funding scheme by ADA called 'NGDO Micro projects' which offered a co-financing of €5,000 for projects up to a budget of €20,000 but this programme came to an end in 2012 after just one year. An overall assessment had shown that whereas most of the projects funded certainly had a positive influence on the life of the direct beneficiaries, the limited framework (*i.e.* timeframe and budget) did not allow to aim at long-term sustainability, synergies with other Initiatives and knowledge management. This made ADA decide its indirect cooperation to shift its focus on 'individual projects' (the funding per project for this type has been increased to €150,000 max.) and 'framework programs' for NGDOs with a proven long-term experience. Another ADA grant scheme is presently offering grants up to €10,000 for projects in the partner countries, channelled through an application procedure by the local ADA representation. This is seen as a step towards more local ownership.

This makes that for small initiatives, funding is to be sought at provincial level. All 9 provinces have a funding scheme of sorts (low amounts *e.g.* €1,000), but the application criteria, conditions and procedures are different in every province.

Public funding can only be applied for by legally registered organisations. Other sources are church foundations and private fund-raising. The impression is that quite many CIs are not keen on stepping into funding procedures if it would seem to affect their independence.

An estimate by Globale Verantwortung is that 30% of the means for CIs are obtained by government grants, 50% from local (provincial) authorities, and 20% from private donations & charity. Technical support in the sense of guidance and training is provided by 1zu1.

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BELGIUM

Development cooperation

In 2012, Belgium's ODA was US\$ 1,800 million or 0.47% of the General National Income, which meant a decrease compared to 2010 when ODA was at US\$ 2,270 million or 0.64% of the GNI (Ministry of Foreign Affairs website). The part of this budget spent for DEAR activities used to be relatively high (US\$ 30 million in 2002 rising to US\$ 37 million in 2006) but fell back by 2011 to just US\$ 14.8 million (OECD Stat). Over the years DEAR expenses have fluctuated between 1 and 2% of the Belgian ODA.

Of the 18 recipient countries of Belgium's bilateral aid, 14 are in Sub-Saharan Africa with a dominance of countries from West Africa and Central Africa, mostly countries with a limited absorption capacity. The D.R. Congo is Belgium's most prominent partner country. A problem pointed at by the latest DAC Peer Review is the occurrence of many disbursement delays due to cumbersome internal administrative procedures (OECD-DAC, 2011).

About 110 aid organisations have been given the status of recognised NGOs, which means they are entitled to apply for federal government programme based co-financing. At present, the Ministry of Foreign Affairs no longer takes new applications to become a recognised NGO into consideration. Over the years, NGOs used to receive 10 to 12% of the ODA amount, which is higher than the DAC average (at approximately 7%).

Citizen Initiatives

In Belgium, Citizen Initiatives correspond with all development initiatives which are neither governmental nor coming from recognised NGOs. In Flanders, the whole of Citizen Initiatives is known as the 4th pillar (compared to the three other aid pillars which are the bilateral, the multilateral, and NGOs). To be correct, the 4th pillar also includes a range of Institutional Initiatives (e.g. by hospitals, cooperatives). The French-speaking Belgian description for Citizen Initiatives is IPSI or *Initiatives Populaires de Solidarité Internationale*.

A study by Huyse & De Bruyn (2009) suggests the total number of CIs in Flanders ranges between 1,380 and 6,400. These figures are based upon an extrapolation of local counts. The Flemish focal point CI-database gathers about 600 organisations. Thematically, most CIs are situated in the health and education sectors. Other sectors include infrastructure, agriculture, economy, water provision, human rights and culture. As for target groups, more than half of the CIs are directed to children and youngsters, with rural people and women as runners up. From a target country perspective, a scattered image appears. The D.R. Congo tops the list (15% of the CIs), followed by Senegal, Rwanda, Peru, Kenya and many other countries in Africa, Latin-America and Asia.

The database of the French-speaking focal point CASIW gathers 809 projects, of which 625 qualify as CI. Analysing this database, Godin (2013) points at the following characteristics of CIs in French-speaking Belgium:

- Projects & partners in the South include emerging economies and middle-income countries;
- CI staff and initiators are often (mostly) higher educated and retired;

- Initiators used to live (37%) or travel (21%) in the South;
- Particular category: migrants organisations (with a South focus beside their core work);
- 80% of CIs launched after 1990, 50% after 2000;
- Many initiatives are thought to be short-lived initiatives, due to a short project cycle or a fading interest;
- 88% have legal personality (took on average 5 years to evolve from '*de facto*' CI to legal personality);
- 85% work on a volunteers-only basis; the other have up to 3 staff members max.;
- 50% with an annual budget under €15,000, and;
- Funding from events, gifts, membership fees and/or sale of products, and subsidies.

As for the effects on public support in general, De Bruyn (2012) points at the limitations of many CIs: time shortage and sticking to a personal network (*e.g.* access to schools). Still, more and more CIs seem to find their way to the media and social media. The impact could be described as the call for attention to the South in general and the project in particular, and the duplication effect (aid projects are 'contagious').

De Bruyn (2009) indicates most CIs take the shape of 'supporters and sympathisers in the North of an existing project in the South'. 70% of CIs transfers fund to partners in the South. 39% bring on technical support. 18% provide some capacity building. A study by De Bruyn in 2011 focused on the effects of CIs (of West-Flemish origin) in the South. During 40 years (1971-2011), the province of West-Flanders had (co-)funded 1,592 projects for a combined total of €20 million through 633 organisations (mostly CIs and some NGOs). 75% of the projects were in the sectors education, infrastructure, agriculture and health. About half of the organisations had a link with the church or missionary work. On average, CIs spend half a day per week at running their project (not counting occasional field visits), of which most time goes into fund-raising and reporting/accounting activities and expenditures. The Southern partner is often co-deciding the strategy and is always responsible for the implementation. Relevance, effects and impact are mostly assumed, rather than put at evidence. An assessment through a number of case studies in India and the D.R. Congo showed that many projects thrive on personal ties between the CI-initiator and his/her trustee in the South (whether or not embedded in an organisation). Impact is usually limited to the locality of the project. Another conclusion is that the Southern partner proves financially very dependent on the CI in the North. Lacking an obvious exit-strategy or a diversification of donors, the future sustainability of the projects seemed questionable.

Policy, funding and representation

Not the federal government but the regional authorities (Flemish, Walloon and Brussels region) have established a policy with regard to Citizen Initiatives. This policy is mainly directed at providing a window for CIs to enable them to network and promote themselves, as well as guiding CIs to workshop and training opportunities in order to improve the quality of their projects.

The Flemish government has delegated these tasks to a focal point, which is located in the CSO-umbrella 11.11.11. This focal point governs a helpdesk, a website and a database. It also identifies and stimulates training sessions for CIs as well as venues and occasions for exchange with

NGDOs. The French-speaking regional governments have delegated these tasks to CASIW (*Celule d'Appui à la Solidarité Internationale Wallonne*) who has an extensive database on CIs in general (including CIs for Global Solidarity). The regional governments also handle the budgets for development education, to which both authorised NGDOs and CIs can apply.

The provincial governments have defined for themselves a quadruple role with regard to CIs (source: De Bruyn & Huyse, 2009, p. 39): (a) starting point for information and advice; (b) meeting place for CIs through information days; (c) training programmes (in collaboration with the regional training programmes); and (d) funding.

Based upon covenants with the regional authorities, the local authorities (municipalities) too have the competence to establish and design a global solidarity policy, in which CIs can find their place by participating to the local council for global solidarity and by applying for funds.

Funding can be obtained at provincial and local authority administrations. Provincial grants may be substantial for organisations. They do not come under the form of co-financing, but as lump sum grants properly. In 2008, the combined 5 Flemish provinces had a total budget of €2 million for CIs as well as for NGDO-projects. The selection is based upon a minimum of accountability and a demonstrated urge and added value – subject of deliberation by an ad-hoc committee. At local level, grants are often more symbolic, ranging from a few €100 to a few €1,000. Selection policies, funding formulas, and procedures do vary significantly between towns and communities.

As for technical support, the Flemish 4th Pillar focal point provides a helpdesk, a database (to promote CIs), a supply of training sessions (either self-organised or organised at another level), and exchange opportunities. CASIW has a similar programme at the French-speaking side. Provinces also offer basic guidance of CIs to training, promotion and exchange opportunities. Training sessions include topics as development aid in general, project management, campaigning and sensitizing, fund raising, and intercultural cooperation. Exchange days are sometimes organised for CIs targeting certain regions in the South or carrying out similar activities.

A recently established umbrella organisation for CIs in Flanders (called V4PO) aims to represent CIs and offers an elementary guidance at voluntary basis.

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Resource Persons

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CZECH REPUBLIC

Development cooperation

On the 14th of May 2013, OECD-DAC has welcomed the Czech Republic as its 26th member. In 2012, the Czech Republic's ODA volume reached US\$ 219 million, or 0.12% of its gross national income (GNI). The Czech Republic has a legal and strategic framework for its development co-operation, set out in the *Act on Development Co-operation and Humanitarian Aid* and the *Development Co-operation Strategy of the Czech Republic 2010–2017*. The country has put in place an institutional structure for providing development co-operation. There is a clear division of labour between the Ministry of Foreign Affairs (which is responsible for policy formulation, strategic guidance and evaluation) and the Czech Development Agency (which is in charge of implementation and monitoring). The Czech Republic's bilateral development assistance is concentrated in 5 programme countries: Afghanistan, Bosnia and Herzegovina, Ethiopia, Mol-

dova and Mongolia. In 2011, these countries received 35% of the Czech Republic's bilateral ODA. The total budget spent for development awareness has gradually increased to US\$ 1,86 million in 2011 (less than 1% of the ODA figure) (OECD Stat).

Citizen Initiatives

Organisations that have the intention of launching development aid activities, need to be established as 'civic organisations' with a legal personality. In that sense, they are not different from NGOs. Initiatives of citizens without legal structure are not considered as such.

FoRS is an umbrella catering to recognised NGOs (50 in total) and also to some religious organisations, university research groups and think tanks. Of the relevant development agencies, only the local branches of UN agencies and the Red Cross are not a member of FoRS.

NGOs are mostly focusing on DEAR or environmental activities and only a handful have projects abroad.

Apart of these, there are some 70,000 registered civic organisations in the Czech Republic. They are sometimes represented by sector-specific platforms (*e.g.* on housing issues). Citizen Initiatives with a component in the South (or East) are few and far in between. Projects of Czech NGOs are usually small, except those by Czech branches of INGOs such as Care and MSF). Typical projects are the ones by church-based NGOs or the Humanist Movement, often specialising in adoption and child-fostering programs.

Policy, funding and support

In order to apply for public funds, or to collect money from donors, a legal structure is necessary. On top of that, a law in the making will require accounts to be presented and only a certain percentage of the annual income can be spend on administration.

The policy has been to try to professionalise existing NGOs rather than to broaden the range of initiatives. There is a grant scheme for NGOs and a special program for (a) capacity building (b) DEAR and (c) setting up platforms for small NGOs (since 2005). The call for proposals for this amounts a total of €100,000 with €20,000 available for each accepted proposal.

As present official policy shows that the focus is more on enlarging than on small organisations. Through Framework Agreements, the Ministry wants to bring NGOs to scale up their efforts, with incentives for consortia and larger partnerships.

Through its implementing agency, the Czech development Agency, the Ministry of Foreign affairs launches regularly calls for proposals on certain domains or sectors, such as humanitarian aid, human rights, DEAR or capacity building. Other funding is small and locally raised.

FORS offers capacity building to its members, based upon a once yearly call for proposals.

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Resource Persons

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DENMARK

Development cooperation

In 2012, the Danish ODA was US\$ 2,718 million or 0.84% of GNI. Bilateral share of this was at 72%, spent through the DANIDA agency. 17% of Danish Aid is channelled through NGDOs with a relatively large amount of core funding. Danish CSOs receive funding based on their visions and strategies and can direct their support to countries and sectors of their own choice even if the ministry encourages a strong focus on Africa (MFA, 2010c; see also Chapter 4).

Denmark has a mix of funding mechanisms for Danish organisations depending on their capacity and operations. However, the bulk of its support is provided through core financing to 6 large Danish NGDOs 30 (totalling US\$ 112 million in 2009; MFA, 2010a) and programme agreements for other organisations with a clear strategic focus. These mechanisms reduce transaction costs for both the ministry and CSOs. CSOs in developing countries are supported through sector programme support and through direct co-operation using the embassies' local grant authority and joint funding mechanisms such as basket funds. However, Denmark does also support small projects and manages this through a delegated funding arrangement run by the Project Advice Training Centre (www.oecd.org/denmark/DNK.JPG).

The budget spent for development awareness - as known under ODA - dropped from US\$ 12.4 million in 2002 and US\$ 12.5 million in 2006 to US\$ 6.9 million in 2011 (OECD.Stat).

Citizen Initiatives

In Denmark, Citizen Initiatives are not a category as such. A commonly shared understanding is that it is the duty of the State to organise and carry out development work. Further on, Denmark does not have a category of 'established NGDOs', which means anyone can start up an

NGDO without having to register. Some distinction, however, can be made according to the size of projects and the corresponding fund applications. Projects under 1 million DKK (or €150,000) are considered small projects, mostly run by small volunteer based NGDOs and financed through micro-project mechanisms. These could qualify as CIs.

An inventory of CIs is not at hands as they are not officially registered. They are identified only when they apply for funding via umbrella organisations (such as CISU). Typical examples are groups 'without borders', projects of young people, small associations of people who live(d) in the country of destination. Another relatively popular initiative is the sending of second-hand goods, which are first checked and renovated if necessary. Organisations can get grants for collecting goods for donating them to communities in the South. This is organised by the Danish Mission Council Development Department and distributed by local religious groups.

Policy, funding, support

The Danish government has a civil society strategy, which includes the support of civil societies in the South via bilateral support. One of the priorities is to channel about 15% of ODA through various civil society channels. This ensures popular involvement, ownership and accountability, and enables the government to test out new forms of support, as well as to operate in countries and with people, who are not formalised partners of the Danish government.

The indirect cooperation, via Danish NGDOs and CSOs is mandated to umbrella organisations like CISU (Civil Society in Development), DMCCD (Danish Mission Council Development Department) and DUF (Danish Youth Council). The government relies on these umbrella organisations for the channelling of funds and the verification of its quality standards. The other significant umbrella, NGO Forum, is not dispatching funds but delivers support and training.

- CISU is the largest umbrella organisation, with 260 members. In order to be a member, certain legal standards are required: general assembly, accounts, internal regulations. In order to apply for funds via CISU, member organisations need to be an NGDO for more than one year and to have at least 15 contributors. Grant applications are subject to well spelled out criteria and thorough assessments. The local partner must be a CSO (*e.g.* a trade union, community-based organisation, citizen group or network) and not an individual, a company or a public institution. Costs such as salaries and administration can be covered up to a certain percentage. Construction work, relief aid, parallel structures, partner identification, or religious messaging cannot be covered. The CISU Fund supports different types of projects, such as joint finalisations (up to 90,000 DKK), small-scale interventions (up to 500,000 DKK) and major development projects (up to 5 million DKK). These ceilings are based on previous experiences (*e.g.* to be eligible for 2 million DKK support, applicant must have implemented at least one grant with budget up to 500,000 DKK).
- DMCCD mini-programmes can be applied for by DMCCD member organisations in cooperation with their partners in developing countries (< US\$ 2,630 GNP per capita). The Danish applicant should have a popular foundation (local network) to allow for development education activities which would be linked to the supported mini-programme. Activities are to focus on the sectors health, education, or strengthening civil society and local communities. Projects should be interventions in their own right and not components of larger pro-

jects. The maximum amount would be 750,000 DKK (period of up to 3 years). Pilot projects, appraisals, partnership activities, South-South activities, capacity building of partner organisations and secondment of personnel can also be funded through the Mini-programmes, but to lower amounts (75,000 DKK). Material aid, construction works and procurement of vehicles are excluded. Southern partners should be local communities, church run organisations and groups of people (e.g. women, youth, disadvantaged groups); essential is that they have a popular foundation.

- DUF distributes around 100 million DKK every year to projects for children and young people, including projects to promote youngsters' engagement in sustaining and creating democratic societies nationally and internationally. Funding comes from the Danish pools and lottery fund, EU and various ministries. Other umbrella organisations are more sector-organised, e.g. DH (Danish Disabled Peoples Organisation).

CISU and also the other umbrella organisations provide support under the form of training courses and individual counselling to small organisations. The purpose is to help them in focusing their support to Southern partners in a way that ensures capacity building and the sustainability of civil society support. Typical subjects are logical framework, communication, advocacy and lobbying, accountability, M&E and partnership development.

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FINLAND

Development cooperation

In 2011, Finnish ODA was US\$ 1,409 million or 0,52% of the GNI. The bilateral share was 51% and 12% was channelled through NGOs. Aid allocations through CSOs (North and South) have increased alongside Finland's ODA increases. The Ministry of Foreign Affairs funds CSOs through a range of mechanisms: core funding, calls for proposals, framework partnership agreements, and funding for local CSOs administered at the embassy level (local co-operation funds or LCFs). Core funding represents only a small part of Finland's total support to CSOs. A considerable part of the programmes established with partner NGOs in the South are subject of framework partnership agreements. Framework partnership agreements, which Finland has established with 11 Finnish NGOs (*i.e.* Finn Church Aid, FIDA, Plan Finland, Save the Children Finland), are an important tool for spelling out the goals and principles that the Ministry for Foreign Affairs and CSOs aim to support. They make aid more predictable for the partners in the South and are easier to administer by the Ministry. However, as funding through framework agreements represents less than half of total support to CSOs, the MFA continues to administer a large number of small projects which is felt burdensome (OECD-DAC Peer review, 2012).

The budget spent for development awareness (as known under ODA) was US\$ 11 million in 2011 (less than 1% of the ODA) (OECD Stat).

Finland has a widely present though scattered civil society. According to the Register of Associations there are 135,000 associations in Finland, about 70,000 of which are active. There are also probably about 20,000 to 30,000 unregistered associations. By international comparisons, the amount of association activity is large in relation to population size (Seppo, 2013, p. 10). The highly critical discourse on development in Finland during the 1990s prompted severe criticism of the justifications for development cooperation. People started looking for new alternatives to the objectification of developing countries and to increasing aid dependency. The discourse and criticism concerning globalisation made Finland's entanglement in global problems conspicuous. There was greater emphasis on the role of the global North as the cause of global poverty, and Finland also became a focal point of activity: CSO activities placed stronger emphasis on influencing political decision-making and educating public attitudes (Seppo, 2013, p. 12).

Citizen Initiatives

In Finland, all initiatives whether large or small are usually treated under the header 'NGDO', the translation in Finnish actually means 'citizen organisation'. Two categories could be distinguished. A first category contains the development activities or global education activities of small NGOs, which include activities by registered associations with sometimes very limited number of members. As well, the umbrella organisation KEPA assumes itself as an umbrella NGO for Finnish NGOs engaged in development co-operation. The second category contains the non-associational initiatives, such as the ones by diaspora groups aiming at direct help to their country of origin, as well as the ones based on the personal relationship as a result of travelling. There is a clear tendency of such initiatives follow a path of institutionalisation:

establishing an association, registration, formulating defined 'projects' and applying funds for development activities from the NGDO-unit of the Ministry for Foreign Affairs.

To collect funding for an activity in Finland, the organisation needs to be registered. On the other hand, registering an NGDO in Finland is quite simple process, and many of the NGDOs are really small-scale initiatives.

Projects could be characterised according to the amount of their budget. The smallest category of grants by the Ministry of Foreign affairs considers projects with a total budget of maximum €23,000 (with MFA supports a maximum of €20,000). Small-scale project also usually carried out by volunteers. They respond to a newish category of development actors: small volunteer based NGDOs, organisations that focus mainly on other issues such as domestic work, student groups, friendship associations, or associations set up by diaspora. Projects in the South have often evolved around the building of a school or a clinic in a particular location.

Policy, funding, support

The Finnish Ministry of Foreign affairs gives priority to direct funding to CSOs in the South. Some grant budgets, however are available for Finnish registered NGDOs for projects in the field of development cooperation and global education. The grant can be up to 85% of the total project budget. Annually, about 90 to 100 development projects are co-financed (with a combined budget of €22 million) as well as 70 to 80 global education projects (with a combined budget of €2.3 million a year).

For young people, there are certain instruments at the Ministry of Education. The EU-funded Youth in Action funds global education activities (happening in Finland), also for groups that are not registered CSOs. However, most of the public funding provided requires an association to be registered. Citizen initiatives as such are mainly funded by informal private fundraising or churches. In order to get a permission to conduct public collections you should preferably be a registered organisation).

In Finland there are also 3 foundations supporting directly southern CSOs and their development projects (KIOS, Abilis, Siemenpuu) (www.formin.fi).

The umbrella organisation KEPA provides training (60 to 70 small NGDOs per year), project advice (80 to 100 small NGDOs per year) and information sharing.

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FRANCE

Development Cooperation

In 2011, the French ODA was US\$12,994 million (or 0.46% of GNI). The bilateral share of this figure is at 65% (www.oecd.org/france/FRA.JPG). Beyond their awareness-raising and public education role, French NGOs and decentralised co-operation bodies are also important channels of development assistance and humanitarian aid. A 2007 inventory of international solidarity players lists nearly 400, to which may be added thousands of local associations and twinning arrangements. Despite this diversity, the 20 leading French NGOs account for more than 75% of the total budget of French NGOs. Their global resources for French NGOs were estimated at €652 million in 2003, 63% of which came from private funds (CCD, 2005). French NGOs serve as channels for only a very modest portion of official development assistance, around 1% (€53 million). Some 3,250 local governments are involved in decentralised co-operation projects with partner countries of the South. According to the government, however, the amounts committed are limited, and represent only 0.03% of the French ODA/GNI effort. Decentralised co-operation is financed essentially by the municipalities from their own funds, but it is augmented by co-financing from the Ministry of Foreign Affairs (OECD-DAC, 2008, p. 47).

Citizen Initiatives

A current study (Daniel-Calonne, 2013) considers micro-projects, rather than small organisations. However, numerous initiatives (sometimes the estimate is 40,000) are known to exist in France. These initiatives are mostly taken by volunteers, who create an association with a legal personality (non-for-profit or 'association loi 1901') and consider themselves as NGOs or international solidarity associations. As there is not a registering process for Development NGOs, the limit between 'NGO' and 'International Solidarity Association' is not clearly defined.

The associations cover a great diversity of domains, with health and education as the most popular, followed by regional development and culture. Many projects in the South used to take the shape of elementary building and construction (of schools, wells, *etc.*), but gradually, and through much training and advice efforts, the focus is shifting towards capacity building.

On a critical note, many projects are set up by international solidarity actions by students, but they seem to hold the risk to lose their dynamics and their link with the French constituency after some time. To survive after the originator or benefactor has left does constitute a problem for many projects. Quite a few associations have activities which could qualify as development awareness (*e.g.* exhibitions, newspaper appearance), but mostly without a well reflected strategy or with links to more professional DEAR actors.

Policy, funding, support

These Citizen Initiatives are mostly subject to policy by local or regional administrations. Traditionally, they used to be not considered a factor in international cooperation by the national government. As recently the vitality of this sector became more recognised, regional networks have been funded by the Ministry of Foreign Affairs to advise, train and inform these organisations.

In terms of public funding, there are two main systems. One is run by the local authorities (regions, departments and municipalities), many of whom have launched calls for initiatives on an annual basis to give grants to associations as part of their international cooperation policies. The second system consists of the budgets the French Ministry and Foreign Affairs and The French Agency for Development (AFD) hand over to two NGOs who sub-grant small organisations and their 'micro projects': GER (catering for volunteer-based associations) and FORIM (dedicated to migrants organisations).

GER started 30 years ago as a development NGO, but gradually specialised in trying to seek grants and funds for small organisations. This was picked up by the Ministry of Foreign Affairs, who began to fund this GER-initiative at the condition criteria and training would be offered in order to counter the fragmentation and lack of professionalism. In 2012 AFD took it over from the Ministry and increased the financial input from €100,000 a year to €2,000,000 for a 3 year period.

The criteria for associations to apply for national funding through GER (2013-2015) are:

- Legal personality according to French law;
- Having existed as an organisation for over 3 years by the time of the application;
- Funding amount between €2,000 and €10,000, amount cannot be more than 75% of the project budget; all origins of detailed budget plan to be explained to avoid double-funding, and;
- Annual budget of the organisation < €100,000.

These criteria were defined by AFD as part of the agreement with GER. AFD has also insisted to use the funds for small organisations, rather than (offshoots of) large NGOs. Projects approved receive 2/3 of their grant by the start of the project. There is a mid-term review by way of visits of GER or local consultants contracted for this task. When evaluated positively, they receive the remainder of the budget.

Many organisations are still believed to operate on their own, turning to their entourage, to private local sponsoring and to occasional public appearances (exhibitions) to make ends meet. However, in regions with active local authorities (for example in Nord/Pas de Calais) hundreds of Citizen Initiatives do receive public grants.

Training and advising support has been developed mostly at a regional scale, in cooperation between the government and local authorities. 10 regional networks do exist today, with also a lot of thematic or geographical networks (*PS Eau* on water and sanitation issues for example) which can give some relevant advices to the associations

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GER - www.la-guilde.org

Resource Persons

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GERMANY

Development cooperation

In 2012, the German ODA was US\$ 13.1 billion (or 0.38% of the GNI), with a bilateral share at 67%. (www.oecd.org/germany/DEU.JPG). This meant a drop compared to 2008 when the ODA was US\$ 14 billion. By the time of the last DAC peer review report (2010), Germany channelled 5 to 6% of its ODA through NGOs each year. The churches (Catholic and Protestant) and political foundations (representing all major parties) continue to receive the bulk (80%) of these resources. The churches and political foundations enjoy considerable freedom in the use of the ODA they receive, but there are clear agreements with each agency, including monitoring and evaluation of activities and audit arrangements. The German government cannot provide core funding to NGOs. Funds channelled to the churches are determined by BMZ on the basis of specific programme proposals. The allocations to the political foundations are set by the *Bundestag* on a three year basis and involve the budgets of five ministries (including BMZ's

share for development co-operation). Other NGOs receive funding for specific projects either directly from BMZ or through an implementing agency, such as GTZ. These projects may be identified by the NGOs themselves and presented to BMZ or an implementing agency as a proposal, or they may have been identified and developed by an implementing agency as part of a broader programme. These NGOs are subject to project-specific rules and requirements which include monitoring, evaluation and audit arrangements (*ibid.* p. 57).

Budget spent for Development awareness as known under ODA was €25.5 million in 2002, €31.6 million in 2006 and €65.5 million in 2011 - which corresponds with just 0.5% of the ODA (OECD.Stat).

Citizen Initiatives

Citizen Initiatives are known as initiatives or 'Verreine' (associations) in Germany. The latter have a legal status and can vary from 1 person to staffed initiatives (professional & equipped). Most are active in global learning or development education. Some are short-lived and pass completely under the radar, but many belong to the Länder-based Eine Welt networks, which at their turn are federated in the AGL-umbrella ('Eine Welt Landesnetzwerke').

The BMZ Ministry defines Kleinprojekte as projects with a budget up to €37,500 and to be completed within one year with a clear result, independent of other funding. The size of the project, rather than the size of the organisation is considered, all though a large organisation is seen as holding better chances for good implementation and professional approach.

The implementing organisations of the BMZ (like GIZ or KfW) usually conduct bigger and long-term projects. According to the aims of the German development cooperation, the projects should be based on a partnership level, so local NGOs or governmental partners are involved. Local NGOs can sometimes benefit from a direct small-scale funding through the embassy.

Apart from a huge amount of small and bigger NGO in Germany working for development projects, also the churches and foundations carry out small-scale projects. Some small NGOs do only exist to support a certain small-scale project, e.g.: www.wasserstiftung.de, www.lateinamerikazentrum.de, www.sani-zanskar.de/en/.

Policy, funding, support

BMZ sees the citizen and Citizen Initiatives as one of the prominent new partners in its strategy to widen the efforts for development aid. BMZ envisages for this (a) the already organised citizen through 'Verreine' (clubs: leisure, sports, environment, animal protection, etc.), foundations and education institutes (universities and vocational high schools), (b) the network (AGL) of the unorganised citizens (Bürgerschaftliches Engagement) and (c) specific categories in society, such as the young adults (through schools, churches and internet supported social networks), the elderly, and the people with a migration background. The regions ('Länder') and communal authorities as seen as leverage providers and facilitating mechanisms for bringing these 'societal forces' into action. (Strategiepapier BMZ 7/2012, p. 10-13). The English version of BMZ Strategy Paper 8/2013 literally states: 'we (...) want to foster a personal interest in civic engagement and make development issues come alive.' (p. 9). The NGO-umbrella VENRO, in a reaction to these policy documents, welcomes these vision but pleads for the principle of 'right

to initiate' and the 'subsidiary principle' when it comes to bringing these ideas into practice. The CSO-umbrella organisations, in other words, should have an important stake in facilitating and conditioning the funding and quality improvement efforts for the 'spontaneous' initiatives by citizens. The relevant CSO-umbrella organisations in this chapter are VENRO, AGL and BBE.

- Founded in 1995, VENRO represents 120 members, basically the big German NGDOs. The background of these organisations lies in independent and church-related development cooperation, humanitarian aid as well as development education, public relations and advocacy. VENRO is a member of the European umbrella organisation CONCORD.
- AGL One World Network has 16 secondary members which are each of them the umbrella at Länder-level of smaller civil society organisations. Through the Länder-umbrella organisations AGL reaches 8,000 organisations who have as a common feature their commitment for global sustainable solidarity issues. Some CSOs deliver classic aid programs (with a South component), other are town or regional North South partnerships, other are DEAR initiatives (majority), other are church-based, other still work in the Fair Trade sector. AGL's primary members are usually Verreins (having legal status labelled EV, Eigentragende Verein, characterised by a public benefit orientation) or Verreins in the making (legal status is required for most applications for funding).
- BBE or Bundernetzwerk Bürgerschaftliches Engagement is another network grouping Citizen Engagement in general, not just the global development initiatives. (www.b-b-e.de 'The BBE is a nationwide network linking organisations and associations from the third sector (non-profit organisations) and civil society, from business and work life and federal and community institutions.')
- Another key-player is Engagement Global. Engagement Global is a government-initiated structure to promote and work with and through CSOs in the field of global development (BMZ).

Most public funding comes from the Länder and the local authorities (province, municipal, communal), The federal state only occasionally funds small organisations. The programme D2, for example, dispatches grants for small-scale projects set up by German NGDOs together with their overseas partners. Grants are between €12,500 and €37,500 per annum, and only for German registered charitable NGDOs. The German NGDO and the beneficiary must be two separate institutions. The maximum project duration is 1 year. Applications are administered through BMZ or the BENG (Beratungsstelle für private Träger in der Entwicklungszusammenarbeit) consultancy office. BMZ-Engagement Global caters for registered NGDOs with bigger programs. Occasionally there may be programs (such as AGP Aktions Gruppe Program) for which small organisations can apply. At Länder level, different funding sources are available, for example in Baden-Württemberg (www.sez.de/angebote/projektberatung-und-foerderung/land-baden-wuerttemberg/#c230) or in Berlin www.nord-sued-bruecken.de/index.php?id=113 (Berlin funding for Development Projects abroad only when connected to a municipal partnership activity or a school partnership). Informal group members of the Landesnetze (AGL) may link to a legal person-verrein to apply for such funds. In every Länder, an administration is in charge for development cooperation.

The Centre for International Migration and Development (CIM) is a centre for global labour mobility in the international cooperation activities of the German Government. They also do have a small funding line for project of migrant organisations. Aside from public funding, CIs can turn to foundations and Church-based organisations.

Church-based organisations as Brot-für-die Welt, MISEREOR and EED do cater for small organisations, mostly for DEAR, but exceptionally (*e.g.* when the implementing agent in the South is church-based) also for South component projects. In development education, the applicant does not have to be church based. For example, Brot für die Welt is specialised in funding DEAR projects: 500 were approved out of 700 appraisals, with a total budget 4 million €. BfdW also funds some (last year: 10) development projects in the South (church-based partnerships). The donations mostly come from Kirchengemeinde (parishes).

Nord-Süd Brücken is a Foundation which raises funds and distributes them to (250-300) organisations in the 6 Länder of former East-Germany. They apply for funding of projects of 3-5 years.

Other sources come down to direct contacts, city twinnings, school twinnings, small campaigns, and web 2.0 activities.

AGL, as well as regional governments set up quite many workshops and events related to the different aspects of development aid. The Eine Welt networks of AGL in the Länder assists groups in their process to become a legal entity (necessary to apply for funds). These are weekly and often daily requests. The initiatives are also guided where to apply. One issue is that Engagement Global - for their wish to implement governmental policy to professionalise small NGOs - has taken up the same 'window' function. The dispute is about whether this guiding is the task of the government or the civil society itself. BENGÖ holds various seminars to support the (potential) applicants of BMZ-funds. To each seminar around 30 persons are invited.

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VENRO - www.venro.org

Resource Persons

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Sigrun Landes-Brenner - Brot-für-die-Welt

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HUNGARY

Development Cooperation

As a new EU member country, Hungary has set its target for ODA at 0.17% of GNI by 2010 and 0.33% by 2015. In 2008, the OECD-DAC estimated Hungary's ODA to amount up to US\$ 107 million. The majority (61%) of total ODA is channelled through multilateral organisations (mainly EU institutions), and the remaining 39% is allocated for bilateral purposes (OECD-DAC, 2010). More recent figures indicate that in 2012 Hungary's development assistance budget was US\$118 million, of which 82% allocated to multilateral organisations and 18% earmarked as bilateral flows (OECD-DAC database, www.oecd.org/dac/stats/idsonline.htm).

In Hungary, public attitude towards international development is considered mainly negative compared to other European countries (Selmeczi, 2013). The Eurobarometer (2013) illustrates that the Hungarian population is one of the least supportive ones towards helping people in developing countries with 72% finding it (very) important to help against 25% being of the opinion that helping poor people is not (very) important (2% has no opinion). According to Selmeczi (2013) the results are in line with the idea that Hungarian public prefers to focus on domestic issues. In the eyes of many Hungary is not yet able to support other countries due to its lagging economic performance. In addition, Hungary is also not a country experiencing much immigration, which means that people are less exposed to migrants, their countries of origins and problems of (under)development (Selmeczi, 2013).

Citizen Initiatives

There are many terms used for aid organisations, like *Nemzetközi szociális segélyszervezetek* (international aid organisations) and *Határainkon túli magyarok támogatása* (support for Hungarians abroad). Other names often used to indicate the official form of the organisation are *Alapítvány* (foundation), *Szövetség* (association), *Egyesület* (organisation or society), *Tanulmányok* (studies), and *Szeretetszolgálat* (charity). In Hungary, citizen initiatives are blurred with formal NGOs because most Hungarian NGOs are small and often essentially one or two person's affairs. Little difference is thus made between personal aid and formal NGOs, with the exception that citizen initiatives are seen as being more ad hoc. The Centre for Economic

Development (2013) adds that capacities are limited among Hungarian NGOs. Part-time employment and project-based contracts are deployed by around half of the organisations respectively. Most of the smaller NGOs mix activities: voluntarism, tourism, and development projects in Africa, and development education and awareness raising. Especially one person NGOs are likely to perform a variety of activities. Moreover, organisations matching the description of citizen initiatives are often of a religious (Catholic) nature, are not integrated into the institutional structures, and focus their activities on the Hungarian minority in neighbouring countries like Romania, the Ukraine and countries in the Balkan like Bosnia, Kosovo, and Moldova.

Policy, funding and representation

There is no specific CI policy. However, the Hungarian support mechanism for civil society is rather unique. People can allocate a small amount (1%) of their tax payments to specific non-profit organisations. The tax payer is free to indicate to whom to donate, although a registration number is mandatory for participant organisations. Bullain (2004) states that in Hungary it has not yet provided a major source of funding, but it has, to a certain extent, channelled public support to organisations that would otherwise have had no access to such funds. Another potential benefit she mentions is the growing transparency and accountability of NGOs towards citizens in order to gain their support. The downside of such a system is that individual tax allocations constrain the development of a proper giving culture (Bullain, 2004).

The government does not provide core financing to civil society organisations although project based financing amounting up to 100 million Forint (approximately €330,000) is available through annual calls for proposals. There is a separate budget for humanitarian aid, for which civil society organisations can also apply. Besides, there is also a regular call from government for DEAR activities with most of the funding originating from the European Union.

Hungary's economic status is one of the reasons NGOs in Hungary are still relatively small. Seeking funding from the general public is believed to be difficult, so organisations turn to the state and international development organisations (Szent-Iványi, 2012). Organisations engaged in humanitarian aid are the most successful in raising funds among the public. In addition, church related institutions have their own financial resources and are more embedded in international networks (Bister, 2005). Altogether, the relatively negative attitude towards international development in Hungary results in scarce financial resources (Centre for Economic Development, 2013).

HAND is the main NGO platform (with 15 members). The smaller organisations don't join this platform as they have to pay a membership fee and they don't see the use of it. In addition, some of the largest NGOs are not members. Nevertheless, over the past decade HAND has become the single most important civil society actor in the Hungarian development scene. Beyond representing major NGOs, the organisation is active in regional and European NGO platforms such as the Visegrad Four and CONCORD Europe. It aims to represent the NGO sector, engages in DEAR activities and offers services and training to member organisations. There is also an umbrella NGO group for those active in Africa: The Hungarian Africa Platform

association (*Magyar Afrika Platform Szövetség*) of around 15 small charity and development organisations.

No database exists on Hungarian citizen initiatives, but the Centre for Policy Studies has mapped Hungarian NGDOs in the world and made the data available and visible through the website geocommons.com/maps/252212 showing most Hungarian NGDOs being active in neighbouring countries (e.g., Rumania, Ukraine, Herzegovina), East Africa (e.g., Kenya, Ethiopia) and South Asia (e.g., India).

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IRELAND

Development cooperation

The Irish ODA was US\$ 904 million in 2011 or 0.52% of the GNI. The Bilateral share was then 68%. 8 of the top 10 recipients are African countries (www.oecd.org/ireland/IRL.JPG).

Irish Aid has a constructive partnership with NGOs and civil society in many areas of development, emergency and recovery work and these actors are important for maintaining public support. The level of funding channelled to and through NGOs increased from US\$104 million in 2003 to US\$ 295 million in 2007, representing 25% of total net ODA. This percentage is higher than for all other donors. While the number of civil society partners is very large, Irish Aid concentrates 84% of its civil society budget on supporting 29 organisations, and over 50% of this budget is allocated to five key partner NGOs. Block grant funding is channelled to smaller NGOs. Development education NGOs also receive funding from a dedicated budget line and NGOs in programme countries can access funding channelled through country programmes (DAC Peer Review, 2009). The budget spent for Development awareness was US\$ 3.97 million in 2004; US\$ 10.17 million in 2006; and US\$ 3.1 million in 2011 (OECD Stat).

Citizen Initiatives

Citizen Initiatives correspond with what in Ireland is understood by small charities or small NGOs. The larger and more significant NGOs are gathered under the umbrella 'Dochas'. Members of Dochas have to fulfil strict criteria, meaning that CIs are not eligible for membership. Start-up NGOs however are considered associate members and have access to shared learning of the Dochas members. Dochas keeps a list of organisations that it has come across over the years. This list contains some 100 small start-up NGOs and some 50 to 60 very small private initiatives that work in Eastern Europe. Some small NGOs do aspire to become full-fledged charities on a permanent basis. Others are one-person initiatives which are only occasionally active.

Governmental policy and level

At present, the Irish government does not have a policy for very small NGOs. Irish Aid has recognised that the professionalisation of the sector and the funding requirements have increased the threshold for small groups. In a press release by Dochas, 5th December 2012, Irish NGOs expressed disappointment at aid cuts, but welcomed the measure on charitable tax relief. Tax relief of 31% would be available on all private donations, and donors will only have to renew their subscription every five years.

Irish Aid, the Irish Government's programme for development co-operation, focuses on poverty alleviation through the provision of funding for sustainable development programmes and initiatives. Within the programme, there is a funding mechanism, the Civil Society Fund (CSF) for NGO projects. This scheme provides grants to NGOs for development projects which meet basic needs in the sectors of primary health care; water sanitation; income generation; urban and rural development; basic education and training.

Annually, Irish Aid holds a competitive projects grants funding round through the Civil Society

Fund. Information, including the eligibility criteria and application guidelines, are posted on the Irish Aid website. An organisation may submit only one application to the Civil Society Fund. These applications may be for multi-annual project support (one, two or three years). The maximum ceiling for each application is €200,000 per year.

Up to and including 2008 there was a Micro project scheme for smaller Irish based NGOs, whereby they could apply for a grant for small projects of up to €20,000. Due to reductions in the budget, this scheme was discontinued. All this means that at present public funding is difficult to access for small NGOs. There are only 1 or 2 twinning arrangements at local government level.

Most of the funding for CIs will therefore have to come from private donations or corporate sponsorship. The Irish public has a very strong tradition of supporting 'charities', and most private initiatives succeed in building a local support base. It is also well documented that most fundraising in Ireland is through occasional, once off giving (e.g. coffee mornings, bag packing, etc.), rather than more planned.

Support is limited. There was a training programme called *DTalk*, managed by Kimmage DSC, but that has come to an end. It was meant for a NGOs working in Eastern Europe, which brought together more than 50 small NGOs/private initiatives. *Fundraising Ireland* hosts regular training seminars and an annual National Fundraising Conference. These training opportunities expose Ireland's fundraisers to a range of expert speakers from the domestic and international fundraising industry, provide practical advice and guidance on a host of fundraising topics and concerns and help to improve communication and information-sharing across the sector.

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Irish Aid - www.irishaid.gov.ie

Resource Persons

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ITALY

Development cooperation

In 2011 Italy's ODA was US\$ 4,241 million (or 0.19% of GNI). The bilateral share is at 37%. 5 out of the top 10 recipient countries are African, with the DRC on number 1. In 2011, Italy's net ODA grew 33% in real terms, due to increases in debt forgiveness grants and to large amounts provided for refugee assistance following the arrival in Italy of refugees from North Africa.

In 2007, the total estimated amount of NGDO resources amounted to €1 billion of which €406 million (39%) were private funds (CNEL/ISTAT, 2008). The majority of Italian NGDOs (72%) receive more than half of their funds from private sources, such as donations and bequests (17.3% of total inflow), sale of goods and services (9%) and members' contributions (3.1%). In 2007, US\$182 million (or 5%) of Italy's ODA was allocated to and through NGDOs, accounting for approximately 10% of total funds available to NGDOs that year. This decreased to US\$116 million in 2008 (2% of net ODA), which shows the unpredictability of what Italian NGDOs may expect from the state. While three-quarters of Italian NGDOs seem successful at raising funds from private sources, the recent fluctuations in ODA for NGDOs can undermine their medium term project planning and management. From the point of view of the Italian Development Department (DGCS), the high number of project proposals places a great administrative burden on both DGCS and NGDOs. This may lead the Ministry to fund through higher envelopes for less NGDOs in the future (DAC Peer Review 2012 Italy, p. 53). The budget spent for development awareness (as known under ODA) was 2.76 US\$ million in 2005; 12.27 US\$ million in 2008 and just 1.13 US\$ million in 2011.

Citizen Initiatives

Italy has a broad range of organisations between 'ordinary citizens' and 'established NGDOs'. The last official census by the Italian Institute of Statistics on No-profit organisations in 2011 reports more than 3,500 organisations in the sector International Cooperation and Solidarity, employing around 5,000 employees and 78,000 volunteers.

At the Ministry of Foreign Affairs are registered 220 NGDOs, out of which 70/80 have a yearly financial turnover higher than €300,000. The other ones have on average less than €100,000.

In order to apply for public funds, organisations active in the area of aid, charity, solidarity, or culture should register as ONLUS (Organizzazioni Non Lucrative di Utilità Sociale). The NGDOs are the organisations registered by the Ministry of Foreign Affairs, they are covered by still another specific legislation (L. 49 of 1987), which makes them automatically registered as ONLUS (with all obligations and rights of other ONLUS) but they can also access the funds for development cooperation made available by the Ministry of Foreign Affairs.

The ONLUS are registered by Agenzia delle Entrate (a Fiscal Authority for Revenue Tax, etc.) because they enjoy a special fiscal regime.

Some church-based organisations do link donors as well as volunteers to specific projects, which creates the impression that they are running their own CI.

VIDES International (the umbrella of the Salesian NGDOs) has a number of micro-projects in their target countries, and they cater for donators or volunteers who want to contribute to them. Micro-project means they are of short duration, with a small budget (€1,000 to €10,000) and a small team working on it.

Caritas Italiana also links people (persons or communities or parish groups) who want to support the poor in the South with well identified beneficiaries. Development Micro-Projects (DMP) are submitted by communities in the South, should have a short-term implementation and an immediate impact. Priority intervention fields are capacity building, water supply & agriculture, and improvement of health services. A list of 'excluded activities' (mere charity, pastoral or religious activities, salaries, *etc.*) is available for applicants.

In general, the number of small-scale projects has increased thanks to the improvement of the decentralised cooperation: non-profit organisations, cooperatives, research institutes, cultural associations and local authorities can now launch such projects, as well as individuals who adapt the ONLUS status. They can apply to calls for proposals by local authorities (Italian regions or provinces) or by religious foundations. Most CIs are still linked to church and to some large associations of active citizenship like ARCI and ACLI but also linked to trade unions and to medical staff of large hospitals. The partners in the South are very often existing organisations like parishes, community groups, school authorities, hospitals, *etc.* Very popular is Adozione a Distanza, a permanent funding of the monthly expenses of a child or a family in the South.

Policy, funding, support

Policy for small initiatives includes the Civil Services for young people (under 28 years) which can be spent in projects of selected ONLUS in Italy or in developing countries. It also includes public service employees to be seconded to international development projects implemented by NGDOs, *etc.* From 2000 till 2012 an Agenzia per il Terzo Settore has been instituted within the Ministry of Labour and Welfare, in charge of the overall policies on non-profits, ONLUS, social economy, *etc.* but in 2012 it has been shut down.

There are funds from national, regional, provincial and local authorities, in form of grants or service contracts. Regarding international development cooperation, every Italian Region has a specific legislation and related funds. Since 2009 the Yearly Financial Law makes it possible for all individual taxpayers (tax revenue for physical entity, not for enterprises) to choose a not for profit entity (see list above by Agenzia delle Entrate) as beneficiary of the 0,005 of the amount of the due tax. Enterprises and physical persons can also enjoy a de/taxation (upon to 10% of the due taxes and till €70,000) for donations to ONLUS.

Individuals and small ONLUS usually turn to local fundraising and for example second hand markets. Only the larger organisations have a real and structured sponsorship.

Organisations like ARCI (Associazione Organizzazioni Italiane di cooperazione e solidarietà internazionale) and the Forum Terzo Settore occasionally organise workshops and training sessions.

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IPSIA - www.ipsia-acli.it/ipsia/

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THE NETHERLANDS

Development Cooperation

The Netherlands is one of the five OECD-DAC countries that meet the 0.7% of GNP-target for development assistance (OECD-DAC, 2011; OECD-DAC, 2012). In fact, it has reached this target consistently since 1975 yielding a good reputation as a respectable bilateral donor. With a budget of more than US\$6 billion, Dutch ODA comprises almost 5% of all ODA disbursed by DAC members making the Netherlands the sixth largest DAC donor in the world (OECD-DAC, 2013). This position is threatened, however, due to recent and forthcoming budget reductions (OECD-DAC, 2012). From 2014 onwards, Dutch ODA will end below the 0.7 target.

The Dutch Ministry of Foreign Affairs is responsible for shaping Dutch foreign policy and delivers 87% of Dutch ODA, fulfilling the role as main (coordination) hub in the Dutch system of development cooperation (OECD-DAC, 2011). In the Dutch system, development cooperation is largely integrated with other foreign policy issues of the ministry. Nevertheless, most Dutch embassies still coordinate their own decentralised programmes on the ground as it provides an opportunity for more flexible and tailor-made programmes (OECD-DAC, 2011). This especially holds for the Dutch embassies in the fifteen selected partner countries.

A rather large share of Dutch ODA is channelled to and through NGOs and since 2011 a new grant policy framework for strengthening civil society organisations has been put in place (known as the '*Medefinancieringsstelsel II*' or MFS II). This support scheme provides co-financing of maximum 75% for Dutch NGOs with the remaining 25% stemming from other sources than the Dutch government (*e.g.*, private fundraising) (DGIS, 2009). MFS II aims to cre-

ate better complementarity between (Dutch) civil society organisations and the Dutch bilateral channel. The MFS II scheme will run until 2015 and comprises almost 25% of the entire Dutch ODA budget allocated to 19 NGDO alliances (OECD-DAC, 2011).

Public support for development cooperation in the Netherlands slightly decreased since 2009, although more recently the level of public support has stabilised (NCDO, 2013). Both NCDO's study on global citizenship (2013) and the Special Eurobarometer no. 394 (June 2012) illustrate that the share of those who wish to reduce official development assistance is increasing. An explanatory indicator might be that, with an exception for 2010, Dutch ODA spent on raising development awareness declined over the last decade to 0,22% of total ODA in 2011 (OECD-DAC, 2013). The Dutch public perceives Dutch NGDOs and multilateral organisations like the UN and the World Bank as the best suited for establishing development. Remarkably, citizen initiatives for global solidarity are placed fifth with only 11% of the Dutch indicating they are a suitable actor (Hento, 2011).

Changes in public support should not distract from the fact that at individual level the Dutch are rather active citizens. 76% of all Dutch respondents say they are willing to pay more for products from developing countries in order to support people's living conditions (European Commission 2012). In addition, the World Giving Index (2013) of the Charities Aid Foundation depicts the Netherlands as one of the top countries in the world when it comes to the percentage of people donating money (73%) to charity and the country is ranked 6th on the World Giving Index (Charities Aid Foundation, 2012).

Citizen Initiatives

In the Netherlands, citizen initiatives for global solidarity are mainly referred to as private initiatives (PIs) or *particuliere initiatieven*, and sometimes they are also qualified as 'my own NGO' (Kinsbergen en Schulpen, 2010). Since the 1990s, PIs have been more visible in the domain of Dutch development cooperation (Van den Berg & de Goede, 2012) and since the early 2000s PIs have also been recognised as part of the (discussion on the) Dutch system of development cooperation (Kinsbergen & Schulpen, 2010; Kinsbergen & Schulpen, 2011). In the Netherlands, these PIs are born out of the traditional missionary work which started in the early 1950s when people back home supported projects from missionary workers abroad (Van den Berg & de Goede, 2012). Over the last forty years the number of PIs has increased continuously, with a clear peak between 2000 and 2006 (Kinsbergen & Schulpen, 2010).

The emergence of PIs is primarily regarded as a result of societal groups entering the domain of development cooperation (also called the socialisation or mainstreaming of development cooperation). As they are not professionally engaged in development cooperation they are considered to be distinct from other development actors, and therefore placed under a separate (called philanteral) aid channel. In general, PIs are initiated by a group of people who give direct support to one or more developing countries. They don't channel their support to or through other development actors, they don't receive subsidies from national governments, are small in scale, and have a voluntary character (Kinsbergen S. & Schulpen L., 2010). Altogether, they are a reflection of self organised social engagement in the Netherlands (Van den

Berg & de Goede, 2012). The number of active PIs in the Netherlands cannot be answered although estimates range from 6,000 to 15,000 indicating as well that the definition of PI remains somewhat unclear (Kinsbergen & Schulpen, 2010).

Policy, funding and representation

The government has embraced private initiatives mainly as an expression of international solidarity and thus of public support for international development (Schulpen, 2007). Government funding for PIs have mainly been made available indirectly (*i.e.*, through NGOs and other established organisation such as NCDO). By recognising the potential of PIs in raising public support for development cooperation the programme '*Kleinschalige Plaatselijke Activiteiten*' (KPA) (small scale local activities) was started in 1991 under coordination of NCDO (Kinsbergen & Schulpen, 2010; Van den Berg & de Goede, 2012). The key element of this programme was that locally raised funds and donations were doubled, and that organisations without these local funds were not eligible for subsidy (Kinsbergen & Schulpen, 2010).

Changes in government policy in 2010 meant an end to the NCDO subsidy system for PIs (Van den Berg & de Goede, 2012). Consequently, the government set up the '*Subsidiefaciliteit voor Burgerschap en Ontwikkelingssamenwerking*' (SBOS) in 2010. Coordinated by the Wild Geese Foundation, SBOS was mainly aimed at (financially) supporting public support activities in the Netherlands. However, due to public budget cuts SBOS was already closed in 2011 and is still closed until further notice (Van den Berg & de Goede, 2012). Other governmental financial support comes from city councils as part of their millennium policy. This is, however, mainly on an ad hoc basis. At the municipality level the support of city councils only covers 5% of the total revenues of PIs (Kinsbergen & Schulpen, 2010).

Following its economy measures and its overall policy on strengthening participation of citizens for the public cause, the government currently emphasises the importance of PIs even more. In effect, the responsibility for public goods, in this case poverty reduction, is put at NGOs and PIs while simultaneously reducing government funding to them (and certainly also to PIs) (Van den Berg & de Goede, 2012).

PIs mainly rely on the general public for their funding, and in many cases a large group of family members and acquaintances supports PI- activities. Almost 40% of funding comes from these citizens, followed by funding from support organisations like the Wild Geese Foundation (which covers more than 20%) (CIDIN PI-Database 2008-2009, in Kinsbergen & Schulpen, 2010). The major reliance on the general public reflects the trust in PIs with a large share of the Dutch population being confident that PIs are a suitable development actor (Van den Berg & de Goede, 2012). PIs mainly appeal because of their small-scale, the personal contact with the initiator and in developing countries, and the concrete results and speed with which these results are achieved.

In 2002 also NGOs, upon request of and with co-funding by the Ministry of Foreign Affairs, started to support PIs. This happened despite the fact that larger development organisations are not always positive about the potential contribution of PIs to development. Sometimes

their efforts are perceived as insignificant and not touching upon the structural root causes of poverty (Van den Berg & de Goede, 2012). In order to streamline PI funding, the NGOs set up a joint window called Linkis. As these organisations were and still are government sponsored NGOs, Linkis support was an indirect government support of private initiatives (Kinsbergen & Schulpen, 2010). Although the joint window is closed since 2012, PIs can still apply for funding for projects in developing countries and in the Netherlands through individual NGOs (Van den Berg & de Goede, 2012). Oxfam Novib, for instance, changed their window into 'Global Link' to support and promote global citizenship in the Netherlands, and Cordaid still coordinates its '*Particulier Initiatief Fonds*' and supports approximately 100 Dutch PIs annually. A joint window still existing is Impulsis, which is run by three Dutch NGOs (Edukans, ICCO and Kerk in Actie). Impulsis only co-finances projects where the initiators provide two thirds of the required funds. In addition, funding only holds for one year and ranges from €20,000 (the maximum for first time applications) to €60,000 (the maximum for a subsequent application).

With only a small part of their funding stemming from government, the Wild Geese Foundation is one of the most consistent subsidy channels for PIs and their development projects and programmes. The Wild Geese Foundation exclusively focuses on providing financial assistance to private initiatives. The organisation started in 1957 and co-finances small development projects up to 55% of the total budget (Van den Berg & de Goede, 2012). Moreover they provide training and expertise for development projects.

More recent cutbacks in government funding (also to NGOs) have reduced the opportunities for PIs to receive funding from these NGOs. Although Cordaid and Impulsis still continue, Oxfam Novib has substantially reduced its funding scheme while others (*e.g.*, Hivos and Plan Netherlands) have effectively abolished their PI funding. The fact that they have not substituted these subsidies with their own resources goes to show that the importance NGOs attach to PIs and (the contribution of) their activities (to development) is rather thin.

In May 2009 the Dutch branch organisation Partin was officially set up by CIs and is principally targeted at supporting Citizen Initiatives. Partin engages in discussions on development cooperation and aims to represent Citizen Initiatives' interests in such dialogues, also to improve the general image of CIs as amateur development workers, doing more harm than good in the global South. Next to its representation function Partin also acts as broker between small (member) organisations and large NGOs and cooperates closely with the Wilde Geese Foundation and MyWorld. In addition, Partin tries to improve the quality and sustainability of South-activities of their members by sharing information and knowledge. Criteria for membership of Partin are straightforward and include: (1) registered as an official organisation at the Chamber of Commerce, (2) registered as a public benefit organisation, and (3) a small annual fee of €60. Organisations that do not yet meet criteria 1 and 2 can register as 'starter organisation' for a maximum of 1 year. Altogether, this also means that in terms of data monitoring Partin keeps a register of approximately 180 member organisations which is searchable through their website.

Besides co-funding for small projects both Impulsis and the Wild Geese Foundation provide nonfinancial support to CIs (*e.g.* workshops, training courses, events, thematic meetings) in

close cooperation with Myworld. This latter platform organisation (supported by Wild Geese, Cordaid, Impulsis, and NCDO) is unique in the European context as it provides a quarterly, hard-copy journal, an online platform/community where people can network (via the MyWorld-community) and gain information on project implementation (via the MyWorld-wiki), and the earlier mentioned training courses.

The *Centraal Bureau Fondsenwerving* or 'Central Bureau for Fundraising' (CBF) monitors fundraising by charities, issues seals of approval (*CBF-keurmerk*) to them, and disposes an online database (www.cbf.nl) containing all organisations that have received a seal of approval. CBF (and thus its database) covers all Dutch charities that engage in public fundraising, not limiting their scope to only those involved in development cooperation.

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NORWAY

Development Cooperation

In Norway, development cooperation has for long been driven by a combination of international socialism and Christian missionary work (Strand *et al.* 2009) and by being morally obliged to provide substantive amounts of aid to developing countries. ODA levels have increased over the last twenty years partly because the country's GDP has grown substantially but also because Norway lived up to its promise to reach the target of giving 1% of its GNI as ODA since 2009 (Strand *et al.* 2009). Altogether, the OECD-DAC (2012) figures for 2011 show that Norway's ODA amounted to US\$4.94 billion (down 8.3% compared to 2010). This is the first decrease in years. The Norwegian development agency NORAD (*direktoratet for utviklingssamarbeid*) keeps track of Norwegian (official) aid statistics, and makes them available to the public via www.norad.no/en/tools-and-publications/norwegian-aid-statistics.

Both the private and the public domain are active in development cooperation. They are often intertwined, as illustrated by the larger Norwegian NGOs relying heavily on government funding (Strand *et al.*, 2009). NGOs play a prominent and important role in Norwegian development cooperation. According to the OECD-DAC Peer Review on Norway (2008), more than 30% of bilateral ODA is allocated directly through NGOs. The majority (approximately 25%) is channelled through Norwegian NGOs, followed by an estimated 3% to international development organisations, and 2.5% directly to local organisations in developing countries. Aid channelled to Norwegian NGOs is heavily earmarked towards only a few organisations: Norwegian Church Aid, Norwegian Refugee Council, Norwegian People's Aid, the Norwegian Red Cross and Save the Children Norway. Together they account for more than half of all ODA allocated to NGOs. Despite substantial state funding, NGOs enjoy a high degree of independence and are allowed to act as watchdogs towards government institutions (OECD-DAC, 2008).

The level of public support for official development assistance (ODA) is relatively high: 90% of the population in Norway support Norwegian aid to poor countries according to the OECD-DAC Peer Review on Norway (2008). Nonetheless, despite high general support, approximately 32% of the population believes that the budget for ODA should be reduced, while almost half of the Norwegian population feels that the current budget should be maintained and 8% preferring a reduced ODA budget. When considering the most effective actors for delivering ODA, 44% prefer NGOs, 30% favour multilateral institutions, while only 14% prefer bilateral delivery (OECD-DAC, 2008).

Citizen Initiatives

The trend of new actors entering the field is also apparent in the Norwegian aid landscape, especially in civil society. This then also holds for Citizen Initiatives as they are well known in Norway in many fields. However, there is no fixed definition of citizen initiatives; it is not even regarded a concept in Norwegian development cooperation. These types of organisations are merely perceived as solidarity movements or small NGOs raising their own funds or projects. In the public discourse they fit under the umbrella of voluntarism and are regarded and treated the same as domestic initiatives. In legal terms they fall under *Innsamlingskontrollen* (fundraising organisation), *Frivillighetsregisteret* (volunteering organisation), or *Stiftelsestilsynet* (foundation), if officially registered. In that sense there is not much distinction made between small voluntary organisations and large professional organisations and most of them are all labelled as *Stiftelsestilsynet*.

Citizen initiatives are believed to have become more popular as Norwegians tend to travel more and further nowadays. During their travels people get the urge to make a difference and start their own project or organisation. This goes often hand in hand with a feeling of being active and making a difference and seeing direct results. Often Norwegian citizen initiatives work with clear goals and objectives, resulting in tangible, physical outcomes like school projects, kindergartens, clinics and small businesses revolving around the idea of fair trade. Some of them opt for continuing their organisation after goals and objectives are met. Traditionally, Norway has always had strong relations with East Africa (Tanzania, Kenya, and Uganda) and many small Norwegian organisations are believed to be active there. Other popular countries are South Africa, Indonesia, Thailand, and the Philippines, which are seen as popular travel destinations for Norwegians. Often they receive a lot of support from their local community.

Policy, funding and representation

NORAD's support to civil society in the South is channelled through three modalities: Norwegian NGOs, international development organisations, and direct support to local civil society organisations in the South. Not only are Norwegian NGOs expected to build capacity of Southern civil society actors, they are also believed to provide information in Norway that contributes to creating interest and debate about development (NORAD, 2009). NORAD has a specific mandate to promote public support via the information support fund.

The cooperation with Norwegian organisations under the civil society fund includes a diversity of actors, such as Norwegian NGOs, trade unions, organised interest groups, religious and social movements, education institutions and diaspora organisations. Purely commercial actors and private sector are excluded (NORAD, 2012). In the civil society fund for Norwegian NGOs there are three categories:

- The big, international NGOs; considered fully professional organisations;
- The medium sized NGOs; the international departments of organisations with other core activities;
- Small organisations; close to their community and founded by individuals or local groups.

There are 23 small organisations in the civil society fund that are not linked to a professional organisation and fall in the third category. These local organisations collect money on their own and can apply for funding at NORAD, but need to have an economic basis in order to sustain a financial buffer (10% needs to be co-financed by each organisation granted funding by NORAD). 250,000 and 500,000 Norwegian Kroner (€30,000-60,000) is the average amount disbursed to these organisations. Norway has also a policy of involving diaspora communities in development cooperation, as there are significant diaspora groups from Pakistan and Somalia, and large numbers of immigrants originating from Iraq, Iran, Vietnam and Sri Lanka (NORAD, 2009). However, for the government transaction costs are high in supporting small projects and initiatives. Although some small organisations are granted government subsidy only few manage to get any funding.

At municipality level, funding to small organisations and citizen initiatives is mainly earmarked for DEAR activities. Many municipalities and provincial authorities have their own international strategies.

Organisations are only allowed to fundraise among the general public if it is registered with the Fundraising Registry administered by the Norwegian Control Committee for Fundraising in Norway. Such registration is also required for applying for NORAD funding. Being registered as civil society organisation also provides tax benefit.

The *Norges barne- og ungdomsorganisasjoner* (LNU) is an umbrella organisation for 96 Norwegian democratic children and youth organisations (of which some are considered citizen initiatives), and provides grants to (amongst other things) joint projects between Norwegian organisations and their international partners. All projects supported aim to strengthen the role of children and youth organisations in democracy building and the development of sustainable civil societies, also in developing countries. The larger Norwegian development organisations are not believed to support citizen initiatives on a systematic base.

The organisation *Bistandstorget* is an education provider for most of the NGOs providing development assistance. They are a service provider, especially for smaller NGOs, supplying information about different topics like reporting and development interventions. In that sense the organisation is not so much about representation but more about support and training. Citizen initiatives have to be formally registered in order to become a member.

Frivillighet Norge, the umbrella for volunteering organisations (broader than development cooperation) maintains a register and database which has the potential to also include citizen initiatives. The same holds for the *Norges Innsamlingsradet* (Norwegian Fundraising Association) which represents organisations engaged in public fundraising and provides training on fundraising methods, ethics and sector norms to fundraising organisations.

Researchers engaged in issues related to Norwegian private aid are Hanne Sortevik Haaland and Hege Wallevik from the Agder University Kristiansand (Centre for Development Studies), and Anne Welle-Strand from the BI Norwegian Business School.

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POLAND

Development cooperation

Polish aid had an average level of 0.08-0.09% of BNP last 5 years (despite commitment to 0.17% by 2010 and 0.33% by 2015). A forthcoming AidWatch report of Grupa Zagranica (Civil Society platform) criticises the effectiveness of Polish aid, as 10% goes to China and a significant other part is transferred (as preferential loans) to countries who do not count as priority countries. Moreover, effectiveness is affected by tied aid, aimed at delivery of goods and services rather than launching economic activities, job creation or human capital creation. The aid figure is also

inflated by including refugee accommodation and the cost of foreign students at Polish universities.

Citizen Initiatives

Polish CSO initiatives for development are largely unstructured. Some people organise public collection of money for *e.g.* building wells in Sudan, which is usually considered a charity initiative. Other people collect food and clothes for people suffered from natural disaster. Others still focus on solidarity initiatives, such as sharing visions on poverty issues.

Two organisations could play a future role in facilitating CIs to raise funds and improve project quality.

- Grupa Zagranica is a Polish platform of civil society organisations, engaged in development cooperation, democracy support, humanitarian aid and global education. They are also a member of CONCORD - European NGDO confederation for Relief and Development. One of their activities is coordinating the Global Education Week (www.teg.edu.pl/), co-financed by the Ministry of Foreign Affairs Republic of Poland within their Polish Aid Programme.
- Fundacja Edukacja dla Demokracji (Education for Democracy Foundation) is an NGDO which objective is to initiate, support and conduct educational activity aimed at propagating the idea of democracy among citizens in Poland and abroad. They support local communities in their activities aimed at civil society building and promote high ethical and professional standards in the civic sector. They used to organise a grant competition for educational institutions (*e.g.* schools) for dissemination of knowledge on sustainable development among young people. Moreover, they organise the Global solidarity Programme (www.edudemo.org.pl/en/global-solidarity.html) to support development and democratisation processes in developing countries, especially in Eastern Europe, Central Asia and the Caucasus.

Policy, funding, support

Polish Aid has a Small Grants System applied by diplomatic missions that conduct development projects by themselves or in cooperation with local partners, predominantly addressed to women and children in terms of poverty eradication and health care improvement. Other open calls are launched occasionally for proposals in the field of development assistance, global education, volunteering programme and humanitarian aid, aimed particularly at non-governmental organisations, public and non-public higher education institutions, research institutes and local government units. In order to participate, the entity submitting a proposal has to be registered in Poland. In practice, small Citizen Initiatives do not apply for such funds.

Support is limited to the sharing of information. Polish Aid Programme shares description of interesting projects organised in the field of Citizen Development:

www.polishaid.gov.pl/Interesting_projects,577.html. There is also a huge database of international projects organised by Polish NGDOs between 2004 and 2010: baza.zagranica.org.pl/, created by the Grupa Zagranica.

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The Good Network Foundation - www.e-wolontariat.pl

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SPAIN

Development Cooperation

Since 2004 Spain has increased its ODA, becoming the seventh largest OECD-DAC donor. Even though the country has committed itself to reaching the internationally-agreed ODA target of 0.7% of GNI by 2015, it is highly unlikely this will be reached due to the economic crisis. In reality, Spain has cut its ODA budget from 0.45% in 2008 to 0.43% in 2010 (OECD-DAC, 2011). The peer review also showed that, although declining since 2005, Spain has the highest share of ODA coming from sub-national actors of all the OECD DAC donors; 19% of total bilateral ODA is coming from 17 autonomous districts. This decentralised funding, usually channelled through NGOs, is primarily targeted at supporting local organisations in developing countries. Additionally, it also serves as an instrument to create support for international development among the Spanish public.

According to the OECD-DAC (2012), Spain allocated approximately 15% of its ODA to NGOs and local governments in 2010, reflecting Spain's decentralised political structure as most of Spain's autonomous districts design and implement their own development strategies. Spain has improved its relationship with Spanish civil society, and CONCORD describes Spain's interaction with NGOs as outstanding, acknowledging the participation of CSOs in development cooperation at all kinds of levels (AidWatch, 2011). Spain has a strong public commitment to

international development, leading to an active civil society (including secular and Catholic NGOs) with strong connections to parliament (OECD-DAC, 2011). Nonetheless, Spanish civil society actors are severely affected by current reductions in aid, as many of them are publicly funded by AECID (*La Agencia Española de Cooperación Internacional para el Desarrollo*) and decentralised governments (Donor Tracker, 2012). The NGDO umbrella association CONGDE (*Coordinadora de ONGD-España*) coordinates NGDO activities and regularly interacts with government bodies.

In Spain there is a strong public support based on a sense of solidarity with the world's poor, but whether that will still be the case in the future remains unclear as DEAR activities are not up-to-date to sustain this support (OECD-DAC, 2011). Besides, there is a risk that the current economic crisis will negatively impact on public support. A 2010 poll carried out by Fundación Carolina indicated that although public support is still high, it fell from 84% in 2005 to 67% in 2010, and the share of people opposing development co-operation increased from 6% to 18% (OECD-DAC, 2011).

Citizen Initiatives

In Spain citizen initiatives are common and popular in the public sphere, for instance with '*Marea Verde*' and '*Marea Blanca*' as responses to budget cuts in the educational and healthcare sectors. In the domain of development aid they are relatively marginal, however. The names used for such citizen initiatives are *iniciativa ciudadana* (citizen initiative), *movimiento ciudadano* (citizen movement) or *plataforma ciudadana* (public platform). In general, these initiatives try to present themselves as being different from NGDOs in terms of how they are governed and funded (showing their aversion to public funding). The 0.7% platform, for instance, led a very active campaign in the 1990s to pressure government to increase ODA and stop export-related aid. They publicly stated that they were not related to any NGDOs as they refused to accept any public funding. Citizen initiatives are also believed have more radical activities than the traditional NGDO sector. Traditionally, citizen initiatives in Spain are of a very personal nature, and many depend on very informal and non-hierarchical governance structures, making it difficult to sustain their activities over time.

Policy, funding and representation

At the national level there is no policy towards CIs, while at municipal and regional levels chances are higher some policies are developed. Organisations have to be registered through the Registry of Associations or the Registry of Foundations (existing at national and regional levels) in order to be officially recognised as civil society organisations. Both registries have a searchable database (www.educacion.gob.es/fundaciones/consulta/index.action and sede.mir.gob.es/nfrontal/webasocia.html). Spanish government funding to Spanish NGDOs is primarily provided through the Agency for International Cooperation and Development (AECID) but aimed at the more professional development organisations. Local and regional administrations and a few private foundations like *Fundación la Caixa* and *Fundación Repsol* are more likely to (and do) fund smaller organisations, often through calls for proposals. However, most funds are believed to come from friend networks and relatives. Except for CONGDE, the NGDO

umbrella, no technical support and training is specifically aimed at Spanish citizen initiatives in international development.

Fundación Lealtad is an independent institute that offers individuals and companies objective information on NGOs in order to improve collaboration with them and helps them monitor their donations. Fundación Lealtad also analyses (free of charge) transparency of NGOs who voluntarily request such a scrutiny (www.fundacionlealtad.org).

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SWEDEN

Development Cooperation

In 2012, Sweden's ODA decreased with 3.4% to US\$5.24 billion compared to the year before. Still, Sweden remains, with a budget of nearly 1% of GNI, one of the top DAC donors. With its bilateral agency SIDA (*Styrelsen För Internationellt Utvecklingssamarbete*), the country focuses particularly on the sectors social infrastructure, humanitarian aid, and education, health and population. The 20 recipients receive 34% of gross bilateral ODA and the largest share goes to countries in Sub Sahara Africa. Around 70% of total ODA is earmarked as bilateral.

SIDA has two supporting channels for Swedish civil society organisations: support for activities from civil society organisations in developing countries, and support for DEAR activities within Sweden (Billing 2011). Under the former around 25% of Sweden's bilateral assistance is channelled to and through 17 Swedish civil society organisations which have a long term framework agreement with SIDA. In 2012, the total budget available for the framework comprised 1.5 billion Swedish Kroner (at present exchange rates approximately €170 million). The Swedish organisations eligible for receiving ODA must raise at least 10% of their total budget from their own private resources. Swedish NGOs estimate they receive approximately US\$1 billion in private funding annually, but accurate data on donations is missing (OECD-DAC, 2013).

Sweden has the highest public support in the EU for a generous aid policy, enabling the government to maintain such high ODA levels. The Eurobarometer results show that 80% of the Swedish population either feels the present level of official development assistance to be reasonable or thinks it should be increased. Despite political changes there is also still a firm commitment in the Swedish parliament to allocate 1% of the country's GNI as ODA (Eurobarometer, 2012).

Citizen Initiatives

Sweden knows a vibrant civil society with some of the most important NGOs having organised themselves under the umbrella/platform organisation CONCORD Sweden. In general, no distinction is made between larger professional organisations and citizen initiatives. The latter are perceived to belong to the same continuum and to differ mainly in size. In 1995 a merger between the Assistance and Information through Voluntary Organisations (BIFO) and the Swedish Volunteer Service (SVS) led to the creation of Forum Syd. It is the largest Swedish organisation with a framework agreement with SIDA and serves as a membership organisation for approximately 150 smaller Swedish organisations engaged in development cooperation. It, among other things, offers its members trainings in such fields as development education, advocacy and policy work, and evaluation (www.sida.se).

In addition to their non-financial support, Forum Syd is also commissioned by SIDA to allocate Swedish ODA to other (smaller) Swedish civil society organisations (SIDA 2010). Forum Syd does not only support its member organisations, but is allowed to support all Swedish organisations active in development cooperation. The pool of organisations supported varies, and also includes the larger and more professional development organisations.

In Sweden little is known about citizen initiatives, what they look like, how and where they operate, and with whom they interact. In general, they are perceived as being active in all kinds of sectors, and those that work on a permanent base provide support mainly in cooperation with local civil society organisations in rural areas. Most organisations officially register themselves as *Förening* (association) or as *Stiftelse* (foundation). There is no general database providing an elaborative overview of citizen initiatives although Forum Syd keeps track of projects supported. Data are provided (and downloadable) via the SIDA NGDO database and show that over the period of 2010-2012 most organisations (and projects) funded by Forum Syd were active in Somalia, Tanzania, India and Uganda. Other popular countries were Kenya and the Ukraine.

Policy, funding and representation

Although small scale initiatives are considered important by SIDA, they are almost always funded via intermediary organisations; SIDA does not fund small organisations directly. Currently, SIDA has entered into long-term framework agreements with 15 civil society organisations (including church- and labour organisations). They receive funding for their activities which have to meet certain SIDA guidelines. In addition, CSOs have to be based in Sweden in order to apply for funding directly from SIDA. In some cases, framework organisations allocate SIDA's funding to a smaller Swedish organisation; in the case of church- and labour organisations to member organisation only. These organisations then carry out their own activities (although still in accordance with SIDA guidelines) with local civil society organisations in developing countries.

Forum Syd is the largest Swedish organisation that has entered into a framework agreement with SIDA and has a mandate to support smaller Swedish civil society organisations financially. During the period 2010-2012, Forum Syd allocated 471 million Swedish Kroner (approximately €53 million). Almost 70% of all projects had a budget of 500.000 Swedish Kroner or less and around 25% of all projects had a budget of 100.000 Swedish Kroner or less. The following types of organisations are supported by Forum Syd:

- Solidarity movements and Swedish friendship organisations;
- Diaspora organisations (Mainly in Somalia, but also in Western Africa and Asia);
- Sports organisations working with similar, like minded organisations;
- Youth organisations working with similar, like minded organisations, and;
- 'Professionals without borders'.

In order to receive this support organisations have to incorporate a right based approach in their activities. In effect, funding for materials and so-called brick-and-mortar activities (*e.g.*, schools, books, and hospitals) are excluded. Because of this right based approach organisations need more (theoretical) knowledge on development and democracy. In addition, the emphasis lies on quality of projects and interventions, not on creating a pluralist civil society. There is one application possibility each year and on annual base approximately 100 organisations are granted funding. Due to such regulations the number of grants approved has decreased over the years. The smallest grants are 50,000 Swedish Kroner whereas the largest grants go up to

15 million Swedish Kroner. There is a clear trend towards funding larger projects because SIDA wants more competitors, higher quality and delivery of results, not a wide variety of organisations (plural civil society). This is an issue that is currently widely discussed and debated in Swedish Civil Society.

If an organisation applies for a project worth less than 200,000 Swedish Kroner, the organisation can submit a proposal throughout the whole year. However, larger applications can only be submitted once a year (April submission - December results). All organisations submitting a proposal (either small or large) need to put in 10% of their own fundraising in the projects suggested. Forum Syd uses strict criteria in selecting suitable organisations, meaning that the generally more informal CIs might find getting funding more difficult. The following criteria apply:

- Registered as CSO (tax authorities);
- Existing for two years;
- Having statutes;
- Needing a bank account in their organisational name (not personal);
- Being subject to an organisational assessment by Forum Syd to assess risk and the extent to which an applicant is able to handle the money and can perform an audit. In case of any future wrongdoings, Forum Syd has to pay the entire amount back to SIDA.

In addition to reviewing applications and providing financial support Forum Syd also provides a wide range of courses and training in rights-based development work. Besides, it also offers advice and capacity building to applying organisations. Forum Syd has a total of 159 Swedish member organisations and during the period 2010-2012 it offered 110 courses to 1,900 participants from 500 organisations.

Three types of legal entities are given a more beneficial position than other legal entities in the Swedish tax regulation, namely foundations, non-profit associations and religious organisations. They are locally registered at *länsstyrelserna* (county boards/provincial authorities). Financial support from municipalities to CIs is rather limited and incidental.

Frivilligorganisationernas Insamlingsråd (FRII) (The Swedish Fundraising Council) provides stamps of approval for decent fundraising. *Svensk Insamlingskontroll* (The Swedish Fundraising Control) is a nonprofit association monitoring the interest of (private) donors as there are no laws in Sweden regulating fundraising among the general public. The organisation:

- grants 90-accounts to organisations who conducts public fundraising if these meet a strict set of demands;
- performs annual checks of all organisations with 90-accounts, and;
- ensures that the fundraising activity keeps a high standard.

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SWITZERLAND

Development Cooperation

Switzerland has a long tradition of providing development aid. After a decrease in 2010, the volume of ODA increased again from 2011 onwards (Confédération Suisse, 2013). According to the OECD-DAC (2014) Switzerland provided more than US\$3 billion in net ODA in 2012 reaching 0.47% of GNI. 80% is earmarked as bilateral aid. Top recipients of bilateral ODA in 2012 were Kosovo, Nepal, and Mozambique, although the majority goes to countries located in Sub-Saharan Africa (Confédération Suisse, 2013), and popular sectors are other social infrastructure, humanitarian aid, and multi-sector support (OECD-DAC, 2014).

Two government bodies are responsible for managing and implementing Swiss development cooperation: the Swiss Agency for Development and Cooperation (SDC) which is part of the Federal Department of Foreign Affairs (FDFA) and the State Secretariat for Economic Affairs (SECO) which is part of the Federal Department of Economic Affairs, Education and Research (EAER). Approximately 80% of the Swiss aid budget is managed by these institutions, with SDC covering around 60% of the funding available (OECD-DAC, 2009; Confédération Suisse, 2013).

Next to SDC and SECO also other federal offices, cantons and municipalities engage in development cooperation. Partly they do this by supporting NGOs and partly by implementing their own programmes (approximately 5% of Swiss ODA). According to the OECD-DAC (2009: 26) 'the legal and institutional framework leads to an administrative fragmentation of the aid system which may undermine a unified vision for the aid programme and aid effectiveness'.

The OECD-DAC Peer Review on Switzerland (2009) indicates that public support for development cooperation is relatively high in Switzerland with 32% of the Swiss public thinking ODA should be increased and 48% opting for maintaining current ODA levels. Only 10% thinks it should be reduced. In terms of suitable institutions for aid implementation private organisations (e.g. NGOs) are preferred above public institutions and the percentage of people who are in favour of increasing support to NGOs has increased since 2000 (OECD-DAC, 2009).

Citizen Initiatives

In Switzerland the term citizen initiatives is referred to as *initiatives citoyennes* or *initiatives privées d'acteurs associatifs*. These initiatives are popular among the Swiss public and spread all over the country. They are described as small, Swiss organisations that have a direct relation with (organisations in) the South. In many cases they are initiated by one person, but tend to grow larger after a certain time. Their activities are often supported by a limited group of friends/sponsors and they don't do large fundraising campaigns. They also receive small contributions from foundations for specific projects. Most of them work on a permanent basis. They are active in diverse sectors like education, healthcare, and environmental issues, but their projects are small and limited to one country/region/place. Also diaspora organisations are regarded as citizen initiatives (Daniel-Calonne, 2013).

Policy, funding and representation

Around one third of all bilateral ODA is channelled through NGOs and civil society (SDC, 2014). Previously, Switzerland interacted with Swiss NGOs on a pragmatic and individual base. It allowed for more flexibility, but it also meant there were no clear systems for partnerships and financial support (OECD-DAC, 2009). In 2010, 20 Swiss NGOs received a total amount of 66,8 million Swiss Francs (approximately €54 million) (Confédération Suisse, 2011). More emphasis has been put on cooperation with Swiss NGOs in the Bill on International Cooperation for 2013–2016 (Confédération Suisse, 2013). All Swiss civil society organisations working with the Swiss government need to have a ZEWO seal of approval – certifying that donations will be used economically, effectively and for their designated purpose (Confédération Suisse, 2013). In order for Swiss NGOs to receive programme funding (*Programbeitrag*) from SDC they need to fundraise at least 2 million Swiss Francs

(approximately €1.6 million). NGOs also need to co-fund at least 30% to 50% of the programme costs. For project funding (*Fokusbeitrag*) guidelines and criteria are less rigorous, although organisations still need to meet strict guidelines like having at least ten years of experience with development cooperation and a board of directors with at least five members with no family ties to the executive body of the organisation (SDC, 2014). All this means that citizen initiatives are effectively excluded from public funding at the national level.

More important for CIs are the cantons and municipalities. In French-speaking Switzerland and the Italian speaking canton Ticino the cantonal cooperation federations act as brokers, putting local civil society organisations/citizen initiatives in contact with local authorities and, to an increasing extent, the SDC. They provide trainings and information and aim to raise public awareness among the public (Pierre Daniel-Calonne, 2013, SDC, [www.sdc.admin.ch/en/Home/-About SDC/Invitations to tender/Contributions for NGO](http://www.sdc.admin.ch/en/Home/-About+SDC/Invitations+to+tender/Contributions+for+NGO)).

There are four distinct civil society actors that are prone to receive governmental support within Swiss development cooperation (Pierre Daniel-Calonne, 2013):

1. Large NGOs and their wide-ranging programmes;
2. Thematic NGOs;
3. Volunteer-sending organisations, and;
4. The seven cantonal federations/NGDO umbrella organisations supporting civil society actors financially and technically.

Since 2005, the seven federations have increased their cooperation under the umbrella of *Fédéréseau*. This includes Fribourg, (*Fribourg-Solidaire*), Geneva (*la Fédération Genevoise de Coopération - FGC*), Jura (*la Fédération Interjurassienne de Coopération et de Développement - FICD*), Neuchâtel (*Latitude 21*), Ticino (*Federazione delle ONG della Svizzera Italiana - FOSIT*), Valais (*Valais Solidaire*) and Vaud (*FEDEVACO*). The seven umbrella organisations cover 243 member organisations active in development cooperation and act as platforms between their members, cantons/municipalities, and the national government. The main objectives of the *Fédéréseau* and the seven cantonal federations are public awareness raising and strengthening coherence and effectiveness of member organisations. Support for NGOs includes training for development projects and monitoring of funding provided by public authorities (each cantonal federation manages its own funding for development – and DEAR projects). In 2010 the *Fédéréseau* financed 132 development projects in the Global South and 17 DEAR projects in Switzerland amounting up to nearly 13 million Swiss Francs allocated to projects of member organisations (Le Fédéréseau, 2012).

Other sources of funding for CIs come mainly from membership fees and donations from the public, foundations, municipalities, and cantons.

Stiftung ZEWO (the Swiss Certification Body for Nonprofit Organisations Collecting Public Donations) is an independent foundation that monitors fundraising by charities by providing seals of approval for trustworthy fundraising (www.zewo.ch/).

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UNITED KINGDOM

Development cooperation

The British ODA in 2012 was US\$ 13,659 million (0.56% of GNI), with a bilateral share at 65% (www.oecd.org/unitedkingdom/GBR.JPG). According to the DAC Peer Review 2010, British development policy envisages an increased emphasis on civil society and in working with non-governmental actors in the delivery of aid to fragile states. India ranks first among the recipient countries, with 4 African countries in the top 10.

DfID provides bilateral ODA through non-governmental channels, both at the central level and through its bilateral country programmes. Over the last decade, the UK has continuously increased its core bilateral support to non-governmental organisations (NGDOs), both in volume terms and as a share of its overall bilateral expenditure. US\$ 520 million per annum – an average of 7% of the UK's bilateral ODA – was committed as core support to NGDOs over the period 2007-2008. This is a significantly higher share than the DAC average of 2%. International data on total UK aid flows both to and through NGDOs show a less clear trend.

The UK's fourth white paper increases the emphasis on civil society, both in directly addressing poverty, and in enhancing voice, advocacy and accountability. It commits the UK to further increasing its non-humanitarian central support for civil society organisations to £300 million

(approximately US\$ 516 million) by 2013, alongside a strengthened approach to performance assessment and a new model for partnership agreements (*ibid.* p.53)

Budget spent for Development awareness (as known under ODA) was US\$ 12.3 million in 2002, US\$ 19.2 million in 2006 and US\$ 14.8 million in 2011 (OECD Stat).

Citizen Initiatives

At first sight, a distinction could be made between individual projects and small organisations. Small initiatives are usually run by volunteers, initiated by people who travelled or volunteered overseas and/or have strong ties with local communities (in the South and/or in the UK – much needed personal connections for fundraising. They are often lacking expertise in development project management, but they have personal ties with the people of their project.

Small organisations often work in niche areas, on issues that are particularly complex, target groups of people who are often most marginalised and disadvantaged. Small organisations are more likely to work on issues that larger organisations, with donor pressures are unable/unwilling to tackle substantially. Because of their size small organisations tend to be more nimble and flexible. They are able to adapt their work to the changing need. The transaction costs for small organisations can be lower, because they don't country and regional offices, they work directly with partners. In the UK 'small international development organisations' are generally considered as having below 10 staff and below a budget of £1 million.

Citizen engagement in the UK is often put in the context of voluntarism and charity fundraising. These two traditions create the context wherein, specifically in the UK, Citizen Initiatives may evolve.

VSO is a long standing NGDO (since 1958) who sends volunteers overseas to be embedded by local partner organisations. VSO also works in partnership with global corporations, trusts and foundations, and private philanthropists. 75% of VSO's income is government-based (core grant & other). In 2012, VSO had send out 1,845 volunteers to their programmes overseas, providing 340,000 volunteering days. Added to this were 2.6 million volunteering days by national (local) volunteers overseas. The development goal areas of VSO are education, health, HIV-AIDS, secure livelihoods, participation and governance, and disability. VSO is also targeting returned volunteers to engage and activate their own community in the UK (fundraising, voicing and promoting volunteerism).

The previous successful formulas of VSO in helping young people to go overseas to volunteer, has led to a real 'gap year' market for individuals wanting structured placements as part of their travel experiences. There are about 85 specialist 'gap year' providers in the UK, which combined place over 50,000 participants in over 90 countries. Still, demand is higher than the supply, especially demand by the less affluent or those who do not know who to address. In 2010, the British government announced the creation of International Citizen Service (ICS) to broaden the scope, the promotion and the supply of volunteering opportunities for 18-25 year old. ICS is not an organisation or a sub-section, but a programme which is implemented by qualified

NGDOs who are used to employ temporary volunteers (such as VSO). ICS-applicants have to fulfil application procedures (selection day, training) and raise at least £800 before departure. After an on-the-ground training in the host country, volunteers can start their 10-12 week placement. During the placement, volunteers are encouraged to reflect how they can use their experiences abroad to take action at home.

A feasibility study by DEMOS was to clarify the expectations of the public, the likeliness that (and conditions under which) more people would become a volunteer when offered the chance, and the consequences for the quality of the projects implied. A survey among volunteer alumni combined with expert panels learned that the most explicit benefits are to be situated in the increased self-confidence of (would be) volunteers and the raised awareness on development issues in their entourage and their local community. Pre-departure training, having done fundraising themselves, longer-term placements (*i.e.* of at least six months) and post-placement support were found positive factors for these benefits. There is uncertainty about the benefits for the communities where the participants were placed. The author recommends ICS to be designed to achieve and measure personal development outcomes for volunteers, and take into account the positively conditioning factors. Still, it is also suggested that ICS should be demand-led by the needs of the communities abroad. As for now, there remains a lack of firm evidence as to what activities are best for communities abroad, as well of being appropriate for the ICS target group (Birdwell, 2011).

In November 2012, a review was made of the ICS Pilot Programme (by ITAD). The overall assessment was the delivery of this pilot programme has been successful. 1,250 UK citizens had completed International Volunteer Placements – as was planned. ICS had anticipated impact in the personal development of the ICS volunteers, as well as in the direct development outcomes of the placements, and the local/international development through longer-term active citizenship. The review came too early to assess the after-return effects for volunteers and their entourage or community. While the programme was over-subscribed during the pilot, it is not clear whether ‘all sections of society’ were effectively reached. ‘Brand loyalty’ developed by the volunteers was in evidence for the individual agencies and much less for ICS. Finally, substantial variance in terms of efficiencies was seen between the agencies, which pleads for a better agency quality check and subsequent selection.

NCVO (data.ncvo.org.uk/category/almanac/) regularly publishes the UK Voluntary Sector Statistical Almanac, in 2013 covering 163,000 ‘voluntary’ UK-based civil society organisations. (Note: the estimate is there are 900,000 civil society organisations in the UK). The voluntary character is due to the unpaid work and resources through the help of volunteers. About 52% of them have an annual income of less than £10,000 and a further 32% of less than £100,000. However, these small organisations account for only 5,4% of the sector’s total income. They are unlikely to employ staff and rely more on donations from individuals than larger organisations. 11,300 of these voluntary organisations are categorised as carrying out development activities, with another 5,200 labelled as international. The actual number might be higher as many organisations undertake multiple activities. The average income of the development category organisations is £85,909 (compare to £236,398 for all categories).

Comic Relief is a large charity registered by the Charity Commission in England and Wales and with OSCR in Scotland. Other than classic charities, Comic Relief is basically allocating money raised during Red Nose Day (organised every two years) and Sport Relief. Since its first set up in 1985, Comic Relief has raised over £900 million to support projects (15,786 in total) in the UK as well as overseas.

Most of Comic Relief's funding is for work in sub-Saharan Africa. Salaries and small capital items (office furniture and computers) can be funded. In principle, building costs, vehicles and heavy equipment cannot be funded. Comic Relief has strict rules and procedures to decide whether an organisation and a project can be funded. As for the applicant's status, proposals from individuals, churches or faith-based organisations, hospitals, non-registered organisations, schools, local authorities and organisations based outside the UK are not considered. As for the proposed activities, services that are the responsibility of government, sponsorship appeals, political campaigns, religious or sports activities, activities lasting less than one year or more than five years are excluded. Grants are not less than £10,000 and should be minimum 25% of the total costs to ensure a meaningful stake as a funder. Only one proposal at the time is taken into consideration.

Comic Relief does not have a definition or classification for micro-projects. While Comic Relief funds a number of 'small' CSOs who are working with partnerships overseas, the criterion for calling a CSO small is when they have an annual income of less than £1 million. The average size of grants awarded to these small organisations is approximately £300,000 over 3 year. Quite often, these 'small' organisations work in partnership with large local organisations delivering what could be considered to be large scale activities.

Together with DfID, Comic Relief has launched the Common Ground initiative, whereby £20 million has been made available during a three-year period (2010-2013) for grants for small and diaspora organisations in order to strengthen their capacity for to carry out development activities. In this programme as well the notion of 'small' responds to an annual turnover of less than £1,000,000. The geographical focus is on Africa and the thematic focus on health, education, enterprise and employment (subject of a detailed description in the programme document). Three types of grants are available: research, consultation and planning grants (up to £ 25,000); project grants (up to £1 million over 5 years); and organisational development grants (up to £40,000 for up to 3 years). Project grants will only be given if sufficient research and planning has been undertaken, or a research grant has been completed. Organisational development grants can be made alongside a project grant application or as a 'stand alone' application. INTRAC has been involved as a facilitator for a Peer Learning Programme for grant holders.

Since the launch of the Common Ground Initiative, Comic Relief has supported 165 projects through funding to small and diaspora organisations. The average size of these grants is £245,000. This includes a number of researches, consultation and planning grants which are for a maximum of £25,000 as well as capacity building support grants which as up to £40,000.

Policy, funding, support

While DfID is supporting the ICS programme for volunteers as well as the Common Ground programme of Comic Relief, options for DfID funding for Citizen Initiatives are at present virtually nil. For reasons of shortage of staff to monitor small grants, DfID, implementing governmental policy is currently only interested in big organisations. The recent reforms under the Cameron government lead to redundancies, especially in support staff. Hence, work-intensive programmes with a lot of applications for funding have been stopped. The Scottish Government has recently launched a small grants scheme - www.nidos.org.uk/news/lloyds-tbs-foundation-scotland-run-scottish-government-small-grants-scheme.

UK Government supports 'School Linking' through Connecting Classrooms - schoolsonline.britishcouncil.org/programmes-and-funding/linking-programmes-worldwide/connecting-classrooms

Small charities used to apply for funding at local level (municipal), but much of these funding programmes have been stopped. This makes small charities are forced to turn to the private/local market for funding.

The private market is dominated by the big charitable foundations, such as Comic relief, Big Lottery Fund, Baring Foundation, Waterloo Foundation, Allan and Nesta Ferguson Foundation. For example, the Waterloo Foundation aims to support organisations which help the economically disadvantaged build the basis of sustainable prosperity, by improving an individual's ability to access a high-quality education; supporting communities to have access to clean drinking water, sanitation and hygiene; and providing support for successful enterprise development are all key to achieving this objective.

- Small grants of £5-10,000 per application for community level project interventions suited to smaller charities;
- Multi-Annual grants of £50-100k per application for strategic interventions by larger organisations.

The annual value of spending by charitable foundations on international development is estimated around £292 million, just under half of the amount which DfID spends through NGOs. (Review UK foundations 2012, p.4). Still, these foundations are often out of reach for small Citizen Initiatives: too bureaucratic, requiring professional staff to apply, budgets that cannot be spent by them. This make fund raising for small charities is usually limited to private local donors and – if they are well networked – to independent foundations that are less bureaucratic.

In her research on small charities, Nicola Jeffery found a gap between at one hand what large donors expect from charities they fund and their stringent requirements (namely: large scale, low transaction costs, high levels of bureaucracy to comply with) and at the other hand what small charities realistically are able to deliver. In order to access some of the funding available in the UK, small charities often need to transform themselves into operating in a way large donors can cope with, at the risk of losing some of the unique and distinctive characteristics which make their work valuable.

In Wales, WCVA distributes £60,000 of small grants to around 30-40 organisations. The grants range from £500 - £5,000. The majority of grants fall in the £2,000 level. The projects are 'defined' within a visit by partners from Wales to Africa (*i.e.* a period of teacher training or midwifery training). Typical costs would be somewhere between £5,000-£10,000 including flights, *etc.* for 3 volunteers from Wales to visit their partners and deliver training. Much of the real cost would be consumed by volunteers giving their skills and time for free, and often paying for their own flights.

According to estimates, there are around 900 small organisations in Wales working on international issues.

Typical organisations delivering support to NGOs are BOND (England), NIDOS (Scotland) and WIDH (Wales).

BOND is the membership network for UK international development charities, providing support (training, workshops) and helping organisations to have access to existing funding sources. BOND has about 300 members, including all the big and significant NGOs (combined employing 20,000 staff). Members have the status of charities under the CICC act; organisations called Community Interest Companies are regulated by a different Act, and are not member of BOND.

WCVA supports over 200 organisations every year. The number is larger than our network of 140 community links, because we support organisations that are not technically community links but we still offer support to them.

Through the Common Ground Initiative promotional workshops were undertaken across the UK through partnering with voluntary sector umbrella organisations that have been able to access their constituents. The workshops have been instrumental in informing small and diaspora organisations what the initiative has to offer and how they can get involved in the various elements. In addition, we have held applicant insight sessions, for those small and diaspora organisations wishing to submit a project proposal. The sessions were designed to help applicants understand how Comic Relief assesses grant applications and would information they would be expected to provide in their applications.

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VSO - www.vso.org.uk/

Wales International Development Hub - www.hubcymru.org/hub/index.html

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